



CITY OF CORNWALL RECREATION MASTER PLAN UPDATE

April 2021



Cornwall
ONTARIO CANADA

mbpc
Monteith♦Brown
planning consultants



Recreation Master Plan Update

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We would like to thank all of those who contributed to the development of the Recreation Master Plan Update. This strategy is a product of the vision and dedication of the community, the Master Plan Project Team, and City Council. We also extend our thanks to the many residents and community groups of Cornwall whose feedback has made the Plan a document that embodies the core values, beliefs, and priorities of the community.

We acknowledge that Cornwall is located on the traditional territory of the Mohawk people of Akwesasne.

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***Note:** This Master Plan is being prepared in the midst of the **COVID-19 pandemic** and the beginning of the recovery phase. Given the rapid pace of change – as people find new ways of living, working, playing, and connecting – planning for an uncertain future is a challenge. This is uncharted territory. We must continually assess and adjust our expectations, practices, and norms.*

We acknowledge that the pandemic could affect the long-term demand for and delivery of parks and recreation services; however, we do not know the ultimate scope and scale of change. We are confident that the City and everyone involved in community services will work hard to address the new challenges presented by COVID-19. We firmly believe that long-term planning and strategic investment are vital to support the significant role that the parks and recreation sector plays in our personal, social, and economic recovery and revitalization.

1. Introduction

1.1 Preparing for the Next Ten Years – Cornwall's Recreation Master Plan Update

Inclusive and affordable recreation and parks opportunities are essential to the health and wellness of Cornwall's residents and our broader community. Everyone benefits from participation in leisure activities and a well managed recreation and parks system provides tremendous social, environmental, and economic value.

Regular planning is required to ensure that recreation and parks services respond to current and emerging needs, ensuring that residents continue to have opportunities to be healthy, active, and engaged. The City of Cornwall last undertook a comprehensive examination of needs in 2009 and the Recreation Master Plan at that time laid the groundwork for several significant achievements, such as development of the Benson Centre, improvements to Lamoureux Park, and extensions to the recreational pathway. This Master Plan Update provides the City with a forward-thinking public policy framework to successfully manage its parks, open spaces, programs, events, facilities and amenities in a cost-effective manner for the next ten years.

This updated plan contains priorities and goals for the provision of recreation programs, facilities and parks to the year 2030 and is informed by a longer-term outlook for major capital projects (to 2037). It builds on the Master Plan prepared in 2009, aligns with Council's strategic priorities, and will be implemented in conjunction with the City's Official Plan, Waterfront Plan, and other related studies. The Plan considers existing and future needs and establishes strategies and options to meet these needs over time, often in partnership with the community and others.

To ensure that the Plan is responsive to community needs, it is grounded in extensive public and stakeholder input and research into best practices, trends, demographic shifts, growth forecasts, service gaps, and park and facility requirements. Recognizing that many things can change over the course of the next ten years, the Plan contains several decision frameworks and recommendations that will help the City to explore and evaluate new opportunities as they arise. It is a living document that will be reviewed and updated regularly to respond to changing needs in our community.

The Plan is an essential tool to inform decision-making and enhancing the quality of life for Cornwall residents. Evidence-based decisions are crucial to making the best use of public funds and this Plan seeks to identify the most pressing objectives and opportunities for achieving them.

Through the City's Official Plan, several goals have been established for Cornwall's future development and quality of life. One of these is **"An overall Parks and Recreation system that satisfies the health, recreation and leisure demands of all segments of the population"**.

This Master Plan provides more detailed principles and strategies that will assist Cornwall in achieving this vision.



In doing so, the Plan prepares the City in its search for external funding, partnerships, and alignment with related initiatives.

Specifically, this Plan analyzes and provides recommendations on the following:

- Recreation and sport facilities (a particular focus is placed on outdoor aquatics and the role of Guindon Park);
- Recreation programs, activities, and events;
- Parks and open spaces; and
- Service delivery policies and practices.

The audience for this Master Plan is broad. For the City, it will provide a framework to guide future investment, partnerships, park and facility design, programming, service delivery, and policy development. The Plan will also serve as a resource for other facility and service providers, potential partners, and others interested and/or involved in the delivery of City recreation and parks services. **Full implementation of the Plan will require ongoing community engagement, flexibility in approach, partnerships, and funding from a variety of sources.**

1.2 Recreation Improves our Quality of Life

Recreation services and facilities are integral to our community's success and wellbeing. They contribute in a significant way to our social, economic and environmental priorities by providing spaces for services and programs that benefit residents and support community-building. Universal access to recreation and parks opportunities that address diverse needs and offer affordable, high-quality opportunities is vital to individual and community health and prosperity.

Cornwall has several excellent examples that demonstrate these benefits and the City is commended for recognizing these benefits and investing in the update of this Master Plan. The City's summer playground and outdoor rink programs provide opportunities to get outside during all seasons and engage in meaningful activities. On the waterfront is Lamoureux Park, which serves as the City's central park and the heart of Cornwall's history and civic identity, providing space for events and active/passive recreation. The Recreation Financial Accessibility Policy improves access to City programs for residents who are not able to afford user fees. And the Benson Centre is a state-of-the-art multi-use community facility that provides accessible recreation opportunities for a variety of sports and activities for residents of all ages.



Recreation and parks opportunities:

- Enhance mental and physical wellbeing;
- Enhance social wellbeing and promote engagement and inclusion;
- Help build strong families and communities;
- Help people connect with nature;
- Help people develop critical and creative thinking skills; and
- Provide wide-ranging economic benefits.

1.3 The Importance of Planning Ahead

A variety of factors influenced the City's decision to undertake this Master Plan project:

- a) **Master Planning Cycle:** The 2009 Recreation Master Plan provided a vision and strategic actions to the year 2020 and has run its course. This updated Plan extends the planning horizon another ten years and takes a longer-term look at major capital facilities. The public engagement helps to identify current community expectations, while updated research allows us to understand the influence of key demographic, growth and participation factors.
- b) **Demographic Changes:** Like most communities across North America, Cornwall's population is aging and also becoming more diverse. It is also slowly growing, with new residential development occurring in various pockets, as well as through infill and intensification. These factors have an impact on expectations for services and underscore the need to plan ahead through the dedication of parkland and sustainable funding models.
- c) **Aging Infrastructure:** Many of the City's existing parks and recreation facilities are aging and several parks were designed for a different time. For example, a key priority for this process will be to provide recommendations concerning the City's outdoor pools, many of which are at the end of their life cycle and require reinvestment strategies that reflect the needs of Cornwall's neighbourhoods and financial capabilities. Design and accessibility standards have also evolved considerably over the years.
- d) **Emerging Activities:** New and changing recreation interests create new opportunities to engage residents in innovative ways, but also place pressure on existing resources, parks and facilities. This Master Plan evaluates community needs and priorities, while examining strategies to accommodate these needs within the current range of services. For example, there is growing demand for unstructured and/or inclusive activities that support healthy lifestyles for people of all ages and abilities, such as hiking, pickleball and outdoor play.
- e) **Public and Stakeholder Requests:** Community consultation is vital to this planning exercise. The Master Plan's engagement program identified requests for new parks, facilities and programs that are not currently available or are in short supply, such as artificial turf football fields, pickleball courts, and off-leash dog parks. Additional suggestions are lower cost and support the creation of an age-friendly community, such as the provision of seating, shade, washrooms, and pathways. Needs are evaluated further through the facility assessments presented later in the Plan, with recognition of activity trends, alternate providers and implementation realities.



- f) **New Directions:** Much has changed since the 2009 Recreation Master Plan was developed. Some projects have been initiated by the City (such as the Arts and Cultural Centre project, development of the Benson Centre, an update to the Waterfront Plan, etc.), while others have been led by external agencies (such as amendments to the Planning Act and Development Charges Act, introduction of the Framework for Recreation in Canada, etc.). This Master Plan seeks to reflect and align with these new policies and directions to promote coordinated planning frameworks that will serve the City well for years to come.
- g) **Financial Sustainability:** The City's Long Term Financial Plan is designed to encourage progress towards the City's long-term financial goal of sustainability. Together with this and other guiding documents such as the City's strategic plan, this Master Plan will help the City support the ongoing delivery of recreation services in a fiscally responsible manner. Alternative funding approaches and partnerships with others are also a great way for municipalities to extend their reach and improve accessibility and affordability for residents.

In light of these key drivers, the Recreation Master Plan will serve several purposes. It:

- **engages the public and stakeholders** to help shape the future of Cornwall;
- provides a comprehensive examination of the **current state** that the City may use as a reference manual and to benchmark against in the future;
- describes an **ideal future state** that can be used to develop organizational mandates, policies, practices and services;
- **makes the case for sustainable investment** in recreation and parks – key components of individual and community quality of life;
- identifies **short- and long-term needs** to guide capital planning and enable the City to become “**funding-ready**”;
- consolidates existing strategies and directions into one document that will **enhance coordination**;
- establishes the foundation for **parkland policy development** and **asset management**;
- creates a focus and momentum for future opportunities that may leverage **community partnerships**;
- provides City Council, staff and partners with a **work plan** that supports community priorities and
- serves as a **living document** containing decision-making frameworks that can be used to guide and evaluate emerging requests and initiatives.



1.4 A Progress Report on the 2009 Recreation Master Plan

The City's 2009 Recreation Master Plan has served as a guiding document for programs, services and facilities over the past eleven years. The Plan contained 73 strategic actions to be accomplished within a ten-year timeframe (2009 – 2019). Many of the best practices identified in the Plan remain pertinent today.

Since the previous Plan was prepared, the City has made substantial progress by adding significant recreation infrastructure such as the Benson Centre (3 rinks, fieldhouse, and tennis court) in 2011, extensions and additions of the bike path, new splash pads, etc. In addition, two outdoor pools and four wading pools were removed through attrition.

The majority (70%) of the recommendations from the 2009 Master Plan have been completed or are in progress. This illustrates the City's commitment to its recreation and parks system, as well as the need to chart a new course for the next ten years.

The Master Plan is being revised at the end of the ten-year implementation cycle, with further consideration being given to the 30% of recommendations that have not yet been initiated or require further review. Non-implementation may be due to several factors, such as shifting directions caused by emerging priorities or a shortage of funding / partners. Key recommendations from the 2009 Master Plan that have yet to be fully achieved include:

- gymnasium and additional activity/meeting space at the Benson Centre;
- soccer fields at the Benson Centre;
- football field provision strategies;
- concept plan for Bob Turner Memorial Centre site;
- skate park provision and distribution;
- off-leash dog park development;
- re-planning of Guindon Park and outdoor activities;
- dedicated space for youth and older adults through facility expansion;
- preparation of a public art policy;
- service delivery tools, such as performance measures and a program participant feedback form;
- developer contributions toward playgrounds and neighbourhood parks; and
- planning and funding of parkland dedications in new subdivisions.

The status of strategic actions is documented in **Appendix A**.

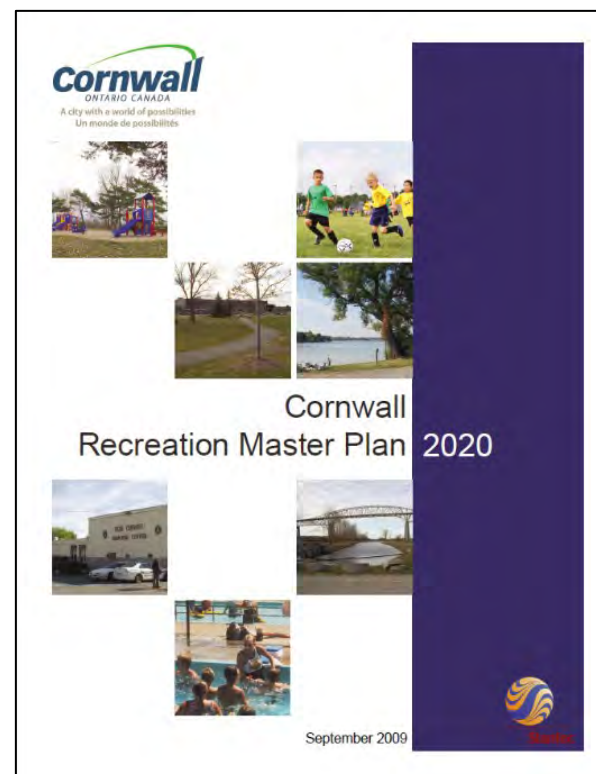
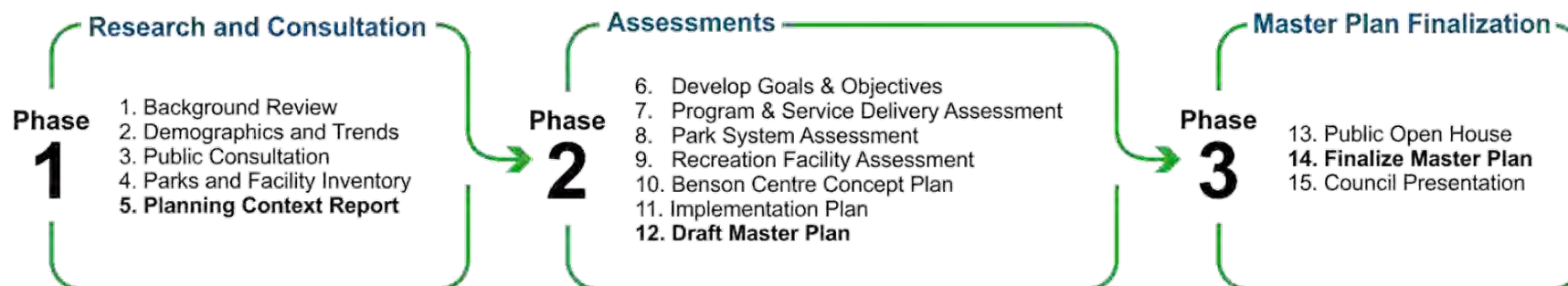


Table 1: 2009 Recreation Master Plan Implementation to Date

	2009 Strategic Actions	
Completed	20	70%
Ongoing	31	
No Action	19	30%
Further Review Required	3	
Total	73	100%

1.5 A Collaborative and Evidence-based Approach to Planning

This Master Plan project began in Spring 2020. Development of the Plan was divided into three phases: (1) Research and Consultation; (2) Assessments; and (3) Master Plan Finalization. Each phase was designed to accomplish a variety of tasks and also included internal meetings and reporting.

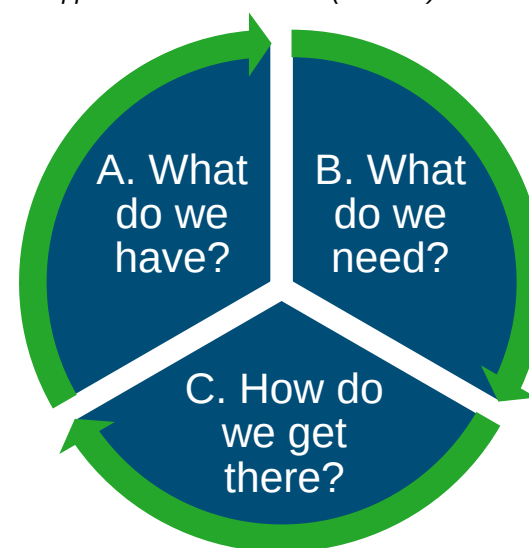


As described in the graphic, the Phase 2 assessments of facility and park needs begins with an accounting of the assets and services available to Cornwall residents, as well as their location and relative accessibility. It then identifies needs in terms of overall provision and geographic distribution, guided by several local inputs such as public consultation and demographic profiles. Strategies are then identified to assist the City and partners in achieving the needs in a timely and coordinated manner.

The needs assessment considers both overall provision (i.e., the total number of each facility type as determined by applying population-based “targets”) and geographic distribution (i.e., where facilities / parks are physically located in relation to the population). “Provision targets” represent a recommended measure toward which a community should strive in order to meet the demand for parks and facilities. The targets are created based on a combination of accepted industry standards, market-driven factors (such as demand / participation, trends and demographics), and past and present circumstances of the community, as well as public and staff input. For more localized facilities that residents expect to be able to walk or bike to (e.g., playgrounds, splash pads, etc.), geographic distribution also becomes an important consideration. The Master Plan’s research and consultation phase has been designed to ensure that the targets and catchment areas are appropriate for Cornwall and responsive to demonstrated community needs.

Monteith Brown Planning Consultants led the development of this Master Plan, with oversight and assistance from a Project Team consisting of key City of Cornwall staff from various departments.

Figure 1 Approach to Assessments (Phase 2)



2. Community Context

2.1 About Cornwall

Founded over 200 years ago, the City of Cornwall is a regional centre within the United Counties of Stormont, Dundas and Glengarry, though is a separated city. With an estimated population of 48,600, Cornwall is one of the largest cities in eastern Ontario. The City's location along the St. Lawrence River (including a port of entry from the United States) and its connections to rail and Highway 401 has made Cornwall an essential transportation hub that has been a contributing factor to the area's strong economy. While Cornwall has traditionally been a manufacturing centre, the City's economic base has diversified into other industries including distribution and logistics, retail, office, and customer services, while maintaining its strong manufacturing operations.

Cornwall is an attractive place to live with a diverse community makeup, including a large bilingual-speaking population. Consistent with population trends across Ontario, Cornwall is an aging community, although growth at its periphery – combined with infill potential – positions Cornwall to attract new families and newcomers. **Over the next ten years, the City is forecasted to grow by 3%, reaching 50,170 residents by 2030 and 51,000 by 2037.**

This level of growth will continue to place pressure on Cornwall's recreation and parks system, while creating new demands for emerging interests and activities. Cornwall is well-positioned to respond to these increased expectations as the City boasts exceptional recreation and parks assets. The waterfront along the St. Lawrence River is recognized as one of Cornwall's most treasured assets, which offers residents and visitors a variety of outdoor opportunities including public water access, recreational walking and cycling trails, special event space, sports fields, and other notable spaces at Lamoureux and Guindon Parks. Combined with the indoor recreation opportunities at the Benson Centre and the Civic Complex/Aquatic Centre, Cornwall strives to provide inclusive opportunities for all residents to be active regardless of age, ability, income or background.

Figure 2: United Counties of Stormont, Dundas and Glengarry



2.2 Demographic Profile

Understanding who, how, and where population growth will occur during the planning period is important in order to position Cornwall's recreation and parks system to adapt to changing community demographics. This section highlights Cornwall's historical and projected population, age profile, and related statistics (e.g., income and education levels, language, and cultural makeup) that may have implications on recreation needs.

Key documents that informed this section included the Statistics Canada Census, 2017 Development Charges Background Study and 2019 Data Book, and 2014 Municipal Comprehensive Review.



KEY FACTS AND FIGURES – City of Cornwall

- Statistics Canada reported that Cornwall grew by 1% between 2011 and 2016, reaching a population of 46,590. Cornwall's 2020 population is estimated to be 48,600 and it is anticipated to grow by 3% to 50,170 by 2030.
- The largest proportion of residents (36%) reside in the East End community. Over the next ten years, much of the anticipated residential growth will occur in Eamer's Corner due to the availability of undeveloped greenfield lands; residential development may also occur in other areas of Cornwall.
- Cornwall's population is aging. With a median age of 46.6 years, older adults and seniors over the age of 55 represent the largest demographic group in Cornwall and it is estimated that growth among this segment will continue throughout the planning period. A balanced portfolio of recreation opportunities that appeal to all age groups is necessary to ensure that all residents realize the benefits of participation.
- Cornwall's median household income is lower than the median in the United Counties of Stormont, Dundas and Glengarry. More than one-quarter (26%) of Cornwall residents live below the low-income measure (after-tax), emphasizing the need to minimize financial barriers and provide affordable opportunities for all residents, regardless of income.
- As the vast majority of residents are non-immigrants, ethnicity is not likely to have a strong influence on recreational and sport participation in Cornwall at the present time. Over the long-term, immigration factors may be considered as the Province as a whole is becoming more diverse.

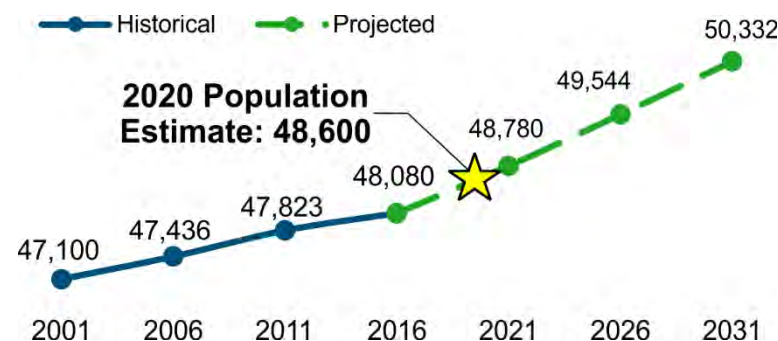
Population Growth

Cornwall's population remained relatively stable between the 2011 and 2016 Census, growing by 1% or 235 persons to 46,590¹ (or 48,080 including census undercount). The City's 2017 Development Charges Background Study contains Cornwall's most recent population projections. Using a straight-line interpolation and adjusting for census undercount, **Cornwall's current 2020 population is 48,600, which will be used as the population baseline for the Master Plan.** As the planning horizon for the Master Plan is ten years, it is estimated that Cornwall will grow by 3% by 2030, reaching a population of approximately 50,170 (and 51,000 by 2037).²

While the overall population increase is important to understand, the distribution of this growth is just as critical in order to ensure that residents have access to a well-balanced portfolio of recreation and parks opportunities. The majority of residents generally reside in five residential communities (the Guindon planning area has no residents). According to the 2016 Census, the largest proportion (36%) of the population reside in the East End community. Nearly one-quarter of Cornwall's population live in each the Downtown and Centretown communities, while a smaller proportion of residents reside in Eamer's Corner (8%) and Riverdale (8%).

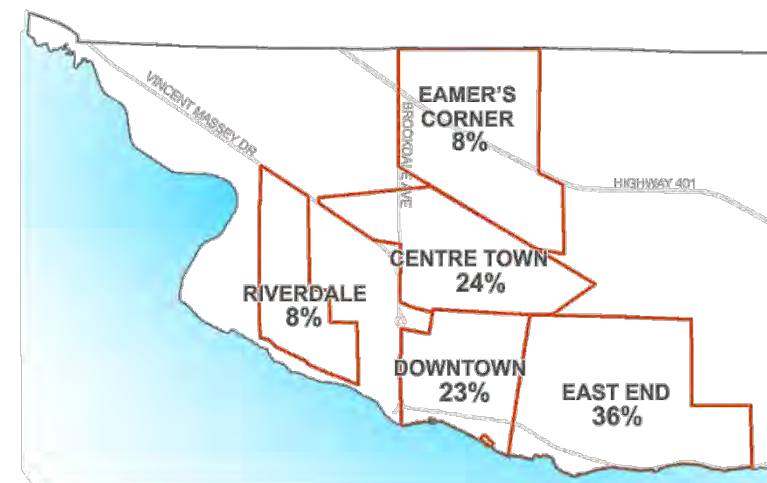
Over the next ten years, it is anticipated that the majority of residential growth will occur in Eamer's Corner as the City's 2014 Municipal Comprehensive Review identifies a number of approved and registered plans of subdivisions in this area (e.g., Bellwood Ridge), some of which are currently under construction. Other opportunities where there are active subdivision development applications include the East End (e.g., East Ridge) and Riverdale (e.g., Parkwood Estates, etc.) communities. Residential infill and intensification opportunities also exist in the Downtown area, including multi-use residential development.

Figure 3: Historical and Projected Population Growth



Source: Statistics Canada Census & 2017 Development Charges Background Study (interpolated)

Figure 4: Proportion of the Population by Residential Community



Source: City of Cornwall 2019 Data Book; 2016 Census

¹ Statistics Canada 2011 & 2016 Census

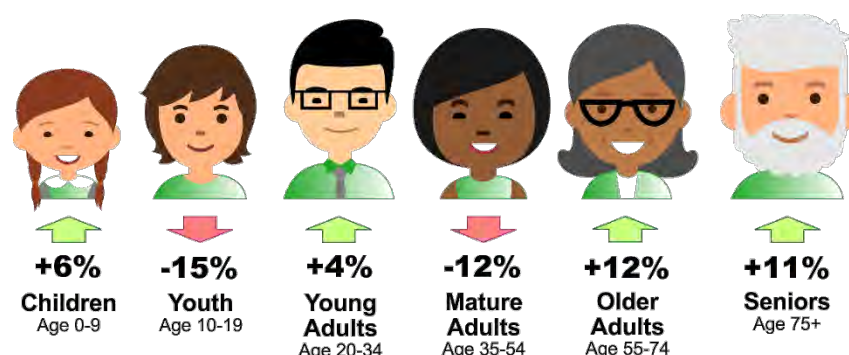
² Watson & Associates Economists Ltd. (2014). City of Cornwall Municipal Comprehensive Review.

Population by Age

Cornwall's age profile provides insight into the types of recreation and parks opportunities that are or will be in demand. For example, a large market of children and youth tends to bolster active activities such as sports, while a larger segment of older adults and seniors tend to drive demand for low impact activities that centre around social interaction and cognitive stimulation.

Similar to other communities, Cornwall has an aging population profile. Between 2011 and 2016, Cornwall's median age increased from 45.3 years to 46.6 years. The city's population is older compared to the Province (median age of 41.3 years), but younger compared to the United Counties of Stormont, Dundas and Glengarry (47.1 years).³ Between 2011 and 2016, the population of older adults (age 55-74) and seniors (age 75+) increased by 12% and 11%, respectively. By contrast, the population of youth (age 10-19) and mature adults (age 35-54) declined by 15% and 12%, respectively. The population of children (age 0-9) increased by 6%, while young adults grew by 4%. This trend is largely driven by the aging baby boomer population as they move through the age cohorts.

Figure 5: Population Growth by Age Group, 2011 - 2016 Census



Source: Statistics Canada 2011 & 2016 Census

Table 2: Age Cohort Projections

	2020	2030	Change	
Children (Age 0-9)	5,700	5,050	-650	-11%
Youth (Age 10-19)	4,000	4,880	880	22%
Young Adults (Age 20-34)	9,060	7,030	-2,030	-22%
Mature Adults (Age 35-54)	10,680	12,450	1,770	17%
Older Adults (Age 55-74)	13,450	12,100	-1,350	-10%
Seniors (Age 75+)	5,700	8,680	2,980	52%
Total	48,600	50,170	1,570	3%

Note: Age cohort projections are based on the proportions identified in the Municipal Comprehensive Review (City of Cornwall, 2014) and Population and Growth Projections (United Counties of Stormont, Dundas and Glengarry, 2013), adjusted to match the total forecasted population from the City's 2017 Development Charges Background Study.

Forward looking projections suggest that Cornwall's population will continue to age during the planning period.

The seniors age group is expected to experience the most growth, increasing by over 50%. However, it is notable that the number of youth and mature adults are also expected to increase (by 22% and 17%, respectively). **By contrast, the number of children, young adults and older adults is projected to decline**

³ Statistics Canada 2016 Census

between 10% and 22%. While these statistics will impact the types of activities that are in demand over the long-term, it is important to ensure that Cornwall continues to offer a balanced portfolio of recreation and parks opportunities to ensure that residents of all ages realize the benefits of participation.

Income and Education

Research has found that income and education levels influence (or are at least an indicator of) participation levels in recreation and parks opportunities. Generally speaking, the greater a person's level of income and education, the more likely they are to participate in leisure activities.

The 2016 Census reported that Cornwall's median income for all private households was \$46,564 in 2015, which was considerably lower compared to the United Counties (\$59,526) and the Province (\$74,300). Cornwall also has a higher proportion of low-income households. In 2015, 26% of Cornwall residents lived below the low-income measure (after-tax), compared to 18% of residents in the United Counties and 14% of residents in Ontario.

In terms of educational attainment, 40% of Cornwall residents have completed a post-secondary certificate, diploma or degree, which is lower compared to the United Counties (46%) and the Province (55%). **One potential implication of Cornwall's income and education profile is that some residents likely face greater financial barriers to participation and be may be less likely to engage in recreation and parks activities.** The City has a financial assistance program in place to assist those that cannot afford to participate in recreational activities.

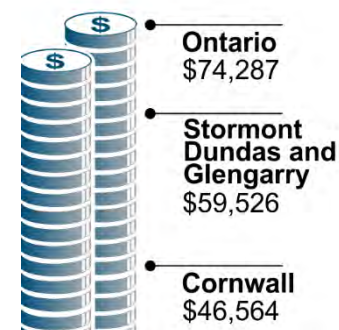
Immigration, Diversity and Language

According to the 2016 Census, 7% of Cornwall's population are immigrants (born outside of Canada) and a significant proportion migrated to Canada many years ago. The top immigrant countries are the United Kingdom, Pakistan, Sri Lanka, India and Philippines. As the vast majority of the City's population are non-immigrants, barriers to participation associated with ethnicity (or culturally-specific activity interests) are not likely to be significant in Cornwall; however, given that the Province as a whole is becoming more diverse, these factors may require more consideration over the longer-term.

Additionally, Cornwall has a small but significant number of people with aboriginal identities (4.2%, compared to a provincial average of 2.8%). The Mohawk Nation of Akwesasne lies immediately to the south of Cornwall (with residents on both sides of the Canada/United States border) and has residents that may also use many of the City's services.

Cornwall is a bilingual community. The 2016 Census reported that 42% of the population have knowledge of English and French. More than four-out-of-five (85%) residents speak English at home, while one-out-of-ten

Figure 6: 2015 Median Income



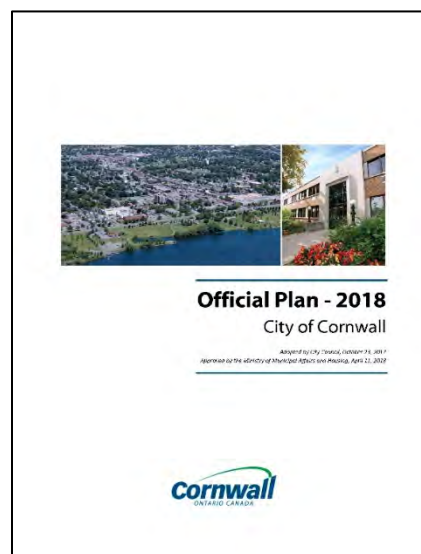
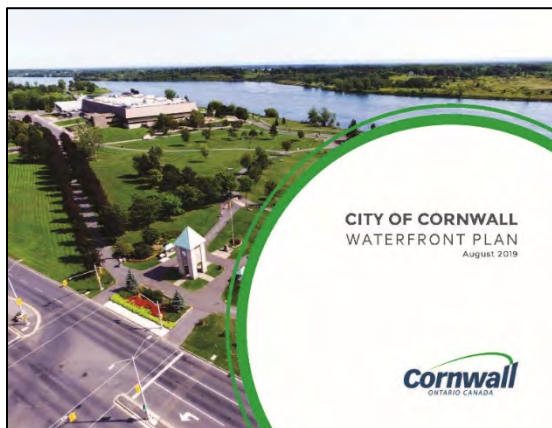
Source: Statistics Canada 2016 Census

(10%) residents speak French at home. The remaining segment of the population speak a non-official language, the most common being Tamil, Urdu, Arabic, Cantonese and Spanish.

2.3 Supporting Documents

Guiding municipal documents (listed below) and relevant materials (such as community demographics, budgets, participation data, policies, etc.) have been reviewed for use throughout the planning process. To ensure alignment, the findings and directions from these reports – as they relate to recreation and parks – have been incorporated into this Master Plan where appropriate.

- Arts & Culture Centre Feasibility Study (2016) and Phase II Test Fit (2018)
- Asset Management Plan (2016) and Asset Management Policy
- Bicycle and Pedestrian Master Plan (2010)
- Development Charges Background Study (2017)
- Fees and Charges By-law (2019)
- Financial Condition Assessment (2019)
- Long Term Financial Plan (2017)
- Municipal Accessibility Plan (2015)
- Official Plan (2018)
- Recreation Master Plan (2009)
- Senior Friendly Community Implementation Plan (2017)
- Strategic Priorities of Council, 2019-2022
- Subdivision Manual
- Vibrant Communities – Safety and Well-Being Plan (2019)
- Waterfront Plan (2007) and Update (2019)



2.4 Key Trends to Consider

This section provides a review of continuing and emerging trends from communities across Ontario that are impacting recreation and parks facilities and services. These trends have been considered throughout the development of the Master Plan with local implications discussed in subsequent sections.

Socio-Demographic Trends

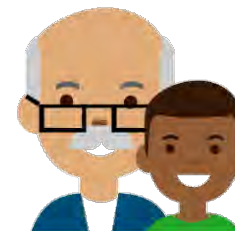
Population Growth: The City's population has been growing slowly in recent years and is projected to increase by 3% over the next ten years. This level of growth may result in modest demand for new or expanded leisure opportunities. It also means that the majority of service enhancements will not be growth-funded, placing pressure on existing funding streams.

Aging Population: The aging of Canada's population is significantly influencing recreation and parks. This trend is driven by two distinct groups: older adults wishing to remain active as they age, including those seeking lifelong-learning opportunities; and persons managing chronic illness, disease and/or those that are seeking low-impact, therapeutic and rehabilitative programs. Cornwall's Senior Friendly Community Implementation Plan outlines a number of initiatives to make the City more age-friendly. Examples include increasing the number of benches in public spaces, expanding seniors' recreation opportunities (e.g., pickleball, walking, snowshoeing, etc.), improving accessibility, and more.

Economic Trends: Income disparity is a growing concern in Ontario, causing a shift in leisure offerings to include more low-to-no cost alternatives. Participation rates are declining among many registered sports in response to increasing costs of participation, such as registration, equipment and travel. With a lower median household income and a higher proportion of low-income residents compared to their broader counterparts, Cornwall has taken steps to minimize financial barriers through its Recreation Fee Assistance program (where participants pay 25% of the total fee), which is supplemented by no/low fee opportunities.

Accessibility for Persons with Disabilities: To comply with the 2005 Accessibility for Ontarians with Disabilities Act (AODA), municipalities have renovated public spaces to meet barrier-free standards, provided AODA-specific customer service training, and are continuously seeking opportunities to offer inclusive programs and services, regardless of ability. Cornwall's Accessibility Plan and Status Report demonstrates the City's commitment to removing accessibility barriers, with inclusive recreation and parks facilities found throughout Cornwall.

Diversity: Diversity of Canada's population is expanding, particularly in larger urban centres. This influx of new cultures, traditions, and experiences has introduced new and emerging activities (e.g., cricket, rugby) and as a result, demand for support facilities and community development interventions are growing. Some municipalities have accommodated this demand by repurposing existing facilities to accommodate multiple uses. While the large majority of the City's residents are non-immigrants, Cornwall has been progressive in responding to new recreation facility trends, demonstrated by the cricket pitch located at Snetsinger Park.



General Participation Trends

Health and Wellness: A holistic and multi-faceted approach to health and wellbeing (including health promotion, socialization, mindfulness, and management of stress and anxiety) is significantly influencing active living. Another key trend is adoption of Sport for Life's Long-Term Development Models and introduction of physical literacy in programs and training. Cornwall provides a variety of active and passive recreation programs that aim to encourage physical activity, health and wellness. These programs are complemented by those provided by community groups and sports organizations to provide a well-rounded portfolio of recreation and parks opportunities.

Physical Inactivity: Many of the health and wellness trends listed above were developed in response to historically low physical activity levels, high reports of social isolation, and the rise of sedentary behaviours. To combat this decline in physical activity, many service providers are working together to increase communications, modify programs and service levels, encourage participation, and support healthy, active lifestyles.

Active Transportation: More and more, active transportation is becoming a core requirement of complete communities. Human-powered modes of travel that are undertaken for utilitarian (day-to-day) purposes such as cycling, walking or skateboarding are common forms of active transportation. Examples of active transportation facilities may include dedicated cycling infrastructure, signed pathways and trails, or wayfinding and navigation assistance. Cornwall has a comprehensive network of approximately 40 kilometres of recreational paths along the waterfront and throughout the City that can support various modes of transportation. Many of these recreational paths are also available for year-round use (including for cross-country skiing and snowshoeing).



Outdoor Play: Recent childhood and adolescent health research has cited multiple benefits associated with “challenging play” and encourages opportunities for children to explore creative play. In response to this, many municipalities are providing natural play features and adventure playgrounds, encouraging children to stay and play outdoors longer. Cornwall has responded to a similar trend – that of installing outdoor fitness equipment for adults – in Lamoureux Park.

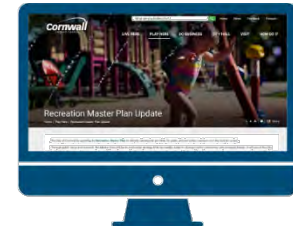
Programming and Policy Trends

Demand for Unstructured Activities: Participation is gradually shifting away from structured programs and set participation schedules as people are demonstrating a desire for more drop-in, unstructured and self-scheduled times to participate. This is compounded by changes in demand for prime-time access – more adults and seniors are seeking activities in the evening, a shift from traditional daytime or late-evening provision. Participation in adult recreational sports is also growing and youth engagement is being embraced in many municipalities.

Serving All Ages, Abilities and Backgrounds: Inclusion and access is a key goal for municipal recreation departments. To ensure access for all, the following barriers to participation should be considered: economic (e.g., costs associated with participation), information (e.g., knowledge and information sharing about available

opportunities), geographic (e.g., equitable distribution of facilities and services), and inclusivity (e.g., ensuring all participants feel welcome and supported). The City's Accessibility Plan and Status Report outlines several ways Cornwall has responded to ensure that its recreation and parks programs are inclusive of all residents. Cornwall's summer playground program is another excellent example of its commitment to low-cost and inclusive programming.

Use of Technology: Recent technological advances have enabled both service providers and users to be more aware of leisure opportunities in their communities. This may include: websites that summarize facilities, services and program offerings; online portals for program registration; synchronization with smartphone applications; and more. The City has embraced the use of technology in a number of ways to improve communication with the public. For example, residents can register for programs online and the City is connected with over 6,000 social media followers (as of early 2020).



Partnership Opportunities: Collaborations with private or non-profit organizations are becoming increasingly common in Ontario municipalities. These help to distribute financial costs and benefit from economies of scale and shared expertise. Many municipalities also encourage community use of schools (especially for access to gymnasiums), though reliable and cost-effective access is frequently cited as barrier to use.

Facility Provision and Design Trends

Aging Infrastructure: Many municipalities in Ontario are faced with aging recreation infrastructure (e.g., arenas, outdoor pools, courts, etc.) and are pursuing renewal and reinvestment projects, often using non-traditional funding approaches. These projects also provide opportunities to rethink provision and consider facility conversion or adaptive re-use options that accommodate emerging activities. The City's 2020 Capital Budget identifies a number of projects to improve or replace aging recreation facilities. The future of the City's aging outdoor pools will also be a point of emphasis for the Master Plan.

Maximizing Existing Assets: Strategic programming and design are key factors in maximizing functionality and utilization of existing parks and facilities. Municipal providers are improving use of non-prime time by encouraging non-traditional uses. This may include partnerships with school boards, service clubs, or other emerging activities (including drop-in opportunities). As noted below, designing facilities to accommodate multiple uses – a philosophy embraced by the City of Cornwall – also helps to maximize usage.

Multi-Use and Multi-Generational: Modern recreation facilities provide a convenient “one-stop-shop” experience. The community hub model has been applied to indoor recreation facilities as well as parks designed to engage users of all ages and abilities. The Benson Centre, which provides ice pads, field house, sport courts, and community rooms all under one roof is one example of a multi-use facility that serves as a recreation destination for all members of the community.



Elite Training and Competition Facilities: Elite athletes and sport organizations are seeking major recreation infrastructure that are built to be “competition ready”, such as multi-field / court / pad designs that accommodate tournament play and efficiencies in scheduling. Although most municipalities focus on community recreation, sport tourism and regional needs are other factors to consider when planning facility design and determining appropriate locations. The City of Cornwall is proud to offer a state-of-the-art ice rink at the Civic Complex. Cornwall’s Aquatic Centre also offers a competition tank constructed to FINA standards, while the BMX Park at Guindon Park has attracted notable competitions.

Multi-Dimensional and Comfortable Spaces: Best practices in facility design consider safety, comfort, and opportunities for community socialization. This may include strategic placement of seating areas, proximity to washroom facilities and open concept design features, as examples. Many municipalities further support convenience in public spaces through provision of wireless internet access.

Parks Planning and Design Trends

Connecting with Nature: There is a growing amount of research that highlights the benefits of interacting with nature, especially through participation in physical activity (e.g., walking, hiking, etc.). Some ways that municipalities have encouraged residents to spend time outdoors are through provision of community food gardens and establishing partnerships with environmental stewardship groups to educate the public on sustainability and ecologically-friendly activities. As discussed earlier, emphasis is also being placed on outdoor play opportunities for children and youth, including natural playgrounds.

System of Parks: It is important for municipalities to provide a variety of parks with varying functions, including active and passive spaces. These parks should be animated through thoughtful design (including access to shade, seating, and washrooms, where appropriate) and promotion of community activities and events.

Environmental Design and Climate Change: Principles of environmental sustainability and environmentally-conscious facility designs are being ingrained in the sector. Parks are being increasingly recognized for their role in improving air quality, mitigating flooding from extreme weather, and reducing the urban heat island effect. Common standards for environmental sustainability help to guide investment and ensure that new infrastructure includes design features such as low impact development practices, solar panels, geothermal heating, recirculation systems, etc. Cornwall’s Energy Conservation and Demand Management Plan contains a number of initiatives for improving the efficiency of the City’s facilities.

Arts and Cultural Trends

Investing in our Residents and Community: Nurturing local cultural activity can be considered an “investment” that can reap long-term rewards. For example, arts education helps in child-development and has many positive social impacts. While delivery is typically community-based, municipalities are seeking strategic approaches to support local organizations.



Attendance and Participation: Research on attendance is broad but highlights growing participation and high levels of appreciation for arts and culture across the country. Residents value authentic experiences and the unique attributes of our communities. People are also experiencing and appreciating arts and culture in less traditional ways and have increasing expectations for programs and events.

Celebrating Local: Support for cultural activities can be a means of achieving many social goals, beyond simply supporting arts and culture for its own sake. For example, large-scale community events and public engagement opportunities highlight the value of celebrating local experiences. Cornwall celebrates local and regional artists in various ways such as Arts in the Park at the Lion's Club Bandshell and other public indoor spaces.

Economic Value of Cultural Industries: Many communities are working to enhance their local economy through the incubation, attraction, and retention of creative talents and innovative industries. Increased collaboration among groups and local businesses helps to build grassroots and sustainable support for creative industries. It is critical that municipalities help organizations build capacity and establish a sense of place. The development of a new art centre in Cornwall's downtown core is one example of how a city can reinvent underutilized space and inject creativity in the community, while drawing people back into the inner-city and creating economic spin-off opportunities.

2.5 Looking Ahead – Potential Impacts of COVID-19

Note: This Master Plan is being prepared in the midst of the COVID-19 pandemic and the beginning of the recovery phase. Given the rapid pace of change – as people find new ways of living, working, playing, and connecting – planning for an uncertain future is a challenge. This is uncharted territory. We must continually assess and adjust our expectations, practices, and norms.

We acknowledge that the pandemic will affect the long-term demand for and delivery of parks and recreation services and that the change will be lasting; however, we do not yet know the ultimate scope and scale of change. We are confident that the City and everyone involved in community services will work hard to address the new challenges presented by COVID-19. We firmly believe that long-term planning and strategic investment are vital to support the significant role that the parks and recreation sector plays in our personal, social, and economic recovery and revitalization.

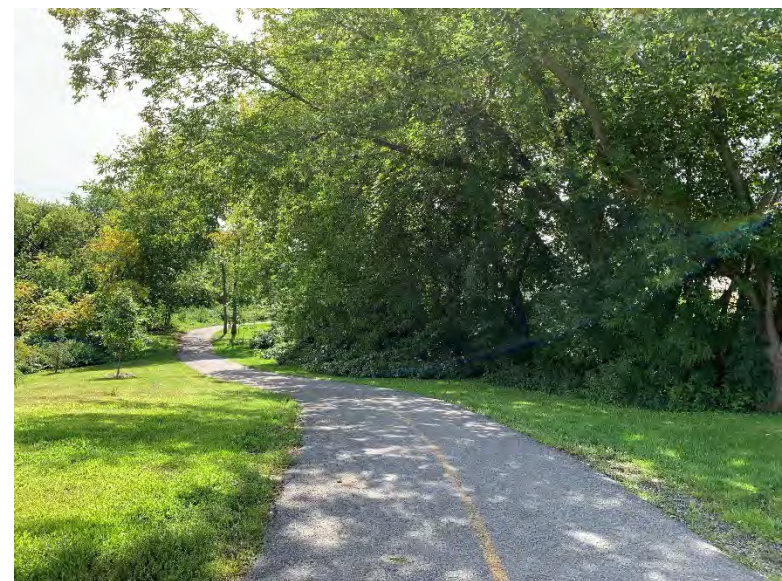
Recognizing that the situation is evolving and new information and guidance is emerging on a regular basis, municipalities must prepare for a wide range of scenarios. The following are some preliminary thoughts of how the pandemic may affect the sector in the short- to longer-term.



The Importance of Parks, Recreation and Culture

Personal levels of stress and anxiety are running high during the pandemic and work/life balance is creating challenges for many. Parks, recreation and culture play a critical role in the mental and physical health recovery of citizens – particularly those living in urban environments – and play an equally important role in community economic revival. 82% of Canadians said that parks have become more important to their mental health during COVID-19 and 70% indicated that their appreciation for parks and green spaces has increased during the pandemic⁴.

Access to public spaces and programs is a fundamental service for Canadians, especially children, seniors, and marginalized populations. The pandemic will help to create a new and greater appreciation for the benefits of parks and leisure services, many of which provide respite from our growing social isolation. Recent surveys suggest that park use has increased during the pandemic. With the knowledge that many activities may be safer outdoors than indoors, we are living in a time where we need more parks and public spaces, not less. To respond to the needs of our citizens, investment in parks, recreation and culture must continue. The large majority (87%) of Canadians support increased spending on parks in particular⁵.



Finance and Economics

During the active pandemic phase, municipalities are losing considerable revenue due to the temporary closure of parks and facilities and the suspension of programs. In Cornwall, the pandemic has resulted in some significant financial implications, largely related to lost revenue due to facility closures and delayed opening of seasonal facilities. In addition, the pandemic has also resulted in additional costs related to heightened sanitation requirements, purchase/installation of disinfection materials, and increased staffing at splash pads and swimming pools.

According to the Canadian Parks and Recreation Association (CPRA), every month that community recreation facilities remain shuttered costs Canadian municipalities a combined \$221 million.⁶ A slow down in growth – including migration/immigration – is also creating shortfalls in development charges, monies needed to fund growth-related capital infrastructure. The cancelling of events, fundraisers, and programs will have major economic impacts, both short- and long-term as many organizations may fold and events or services will not return. Some communities may struggle to return to pre-COVID-19 service levels and rationalization and

⁴ Park People. COVID-19 and Parks Survey. July 2020. <https://parkpeople.ca/2020/07/16/covid-19-and-parks-highlights-from-our-national-surveys>

⁵ Ibid.

⁶ <https://www.cpra.ca/covid19>. Accessed May 15, 2020.

efficiency reviews may be required to identify priorities once the stimulus influx from senior levels of governments disappears.

Financially, there may be short-term volatility surrounding planned capital projects and service initiatives as municipalities reallocate funding to priority areas. Conversely, economic stimulus to the sector – such as expanded senior government grants – may allow communities to address needed infrastructure improvements, particularly those projects with wide-ranging benefits and sound rationale. Added costs for design and capital construction can be anticipated for certain facility types. As unemployment rates rise and remain high, household discretionary spending may decline in the short-term, which could lead to lower participation – especially in more costly and time-intensive sports and leisure activities – until everyday life stabilizes. A continued focus on expanding free and low-cost activities for all residents could help to boost participation.

Aspects associated with physical distancing have led to reduced maximum capacities for classes, camps, teams, and events, requiring higher levels of subsidy to offset increased labour costs and decreased revenues. This could cause us to shift how we perceive success from quantifiable measures (e.g., number of people served) to qualitative metrics (e.g., meaningful outcomes and benefits).

Infrastructure and Community Design

There may be new infrastructure needs in a post-COVID-19 setting, with a priority being placed on accessible, resilient, and human-scaled spaces that provide for adequate separation. Every opportunity must be taken to enhance safety and minimize risk of illness, including preventative measures for future outbreaks. Supporting amenities such as hand washing stations, improved HVAC systems and outdoor ventilation within indoor environments, easy-to-read directional signage, non-porous cleanable furniture and equipment, touchless amenities, use of multiple entrances and exits, and more will be required. An emphasis may be placed on flexible spaces that can be closed off from other areas and subdivided for a variety of small and large group activities, as well as non-recreational use during public health emergencies. Non-traditional spaces such as car-free streets (or temporary street closures) may prove to be desirable places for creative programming and community interaction, leading to support to make them permanent in some cases. Over time, government regulations and guidelines pertaining to community and building design are likely to be modified to include new approaches to public space planning, financing, and design.

Operations

Visitor management will become more critical as Canadians are likely to have new expectations and concerns around the public health and safety of parks, recreation, and culture facilities and programs. This will lead to the introduction of new and improved protocols and policies that ensure the safety of both customers and staff, such as cleaning and sanitization (spaces, surfaces, shared equipment, etc.), load capacities, crowd control (including pre-registration for drop-in activities) and enforcement, form of payment, services for vulnerable populations, etc. Contact-free services and experiences will be in demand. Extra effort will be required to communicate these new



protocols to the public and gain their confidence, including real-time reporting of capacities and occupant densities. CPRA estimates that new disease deterrence procedures (e.g., hygiene, cleaning, social distancing) could raise Canadian facility operating costs by as much as \$226 million annually.⁷

In addition, many municipalities (and their residents) rely on access to space provided by third-party facilities in order to offer their programming, such as schools, non-profit groups, and private sector operations. Many of the aforementioned protocols would apply to these providers and must be properly coordinated. In certain cases, some service providers have decided to permanently close facilities due to pandemic-related financial losses (e.g., YMCAs in Windsor, Barrie, Orillia, etc.), which may result in program gaps and an expectation for municipalities to step in and fill the void.

With community access to schools being mostly eliminated during the active pandemic phase, some municipalities and user groups are further reducing their programming and seeking alternative solutions. With school curriculums that are modifying or eliminating physical education due to the pandemic, there is a heightened need for recreation departments to offer appropriate opportunities for physical activity. Appropriate messaging is also required to encourage participation, and reducing stigmas that may prevent participation.

Health Equity

The pandemic is bringing to light a number of shortcomings that exist in our society, including the inequities for marginalized populations and disproportionate access to health care. Open spaces and active transportation amenities not only give people room to enjoy the outdoors safely, but they also help reduce chronic diseases associated with physical inactivity such as obesity, heart disease and diabetes. This experience may lead to a closer working relationship with the public health sector, including the use of a health equity lens in all we do, ensuring that our most vulnerable have access to essential services and opportunities to safely spend time outdoors. The sector may also have a role to play in the dissemination of credible information, as parks, recreation and cultural services reach a wide audience and are often the means through which our citizens engage their social networks.

Activities and Sport Participation

This pandemic has imposed a new lifestyle on participants and there is evidence that overall physical activity levels have declined – a study found that only 2.7% of children and youth were meeting the recommended 60 minutes of physical activity per day at the outset of the pandemic⁸. The lack of physical activity was influenced by the closure of schools, cancellation of sports and activities, increase of sedentary time, and personal living arrangements – those living in houses were more likely to play outdoors than those living in apartments. There is

⁷ <https://www.cpra.ca/covid19>. Accessed May 15, 2020.

⁸ Moore et al. International Journal of Behavioral Nutrition and Physical Activity (2020) 17:85 <https://doi.org/10.1186/s12966-020-00987-8>. Accessed October 26, 2020.

a need to increase physical activity promotion to ensure that these lifestyles do not become permanent. The study found that parental encouragement and support can lead to greater activity, as does dog ownership.

Despite this, many people are adjusting and finding new ways to stay active. Most notable are unstructured outdoor activities (e.g., walking, hiking, cycling, visiting natural areas, swimming in backyard pools, etc.) during all four seasons, often undertaken as a family. Conservation areas and provincial/national parks have been in particularly high demand, often reaching capacity on weekends. However, those living in lower-income or high density areas may have less favourable access to space and resources, underscoring the need for social equity to be at the centre of decision-making. Opportunities to maximize outdoor play and learning, especially amongst children, have been a focus in recent years and should continue.

From a customer perspective, there may also be heightened interest in health/wellbeing services, active transportation, and food security, and moving “indoor” activities outside, which could lead to increased demand for items such as community gardens, trails and bike lanes, outdoor group activities, and interaction in nature. The increase in outdoor activity, along with restrictions placed on other sectors, has also underlined the importance of washrooms in parks and public spaces, which can be expected to be in even greater demand going forward. Travel restrictions may also lead to fewer seniors leaving the community for warmer weather in the winter, creating greater demand for activities during the winter.



The newfound ability for many to work from home has translated to greater flexibility, which may allow for increased participation in activities during daytime hours, times that have traditionally been difficult to fill. Some municipalities are revisiting their definitions of prime time and corresponding fee structures. Understanding the long-term impact of the pandemic on people’s values and priorities will require regular monitoring and discussion.

As mentioned earlier, the short-term prohibition on team sports – combined with the high personal and financial costs of participation – could lead many families to rethink participation even when assembly restrictions are relaxed. Early on, the focus has been placed on developing “return to play” guidelines. While providers will be challenged to help people feel comfortable again, they are also presented with an opportunity to make community and elite sport more balanced, inclusive and responsive to modern realities.

Lifestyles and Behaviours

The pandemic could have an extended impact on our individual behaviours, including travel as people may be more hesitant to leave their local surroundings. Even before the pandemic, there has been a strong trend toward close-to-home recreation. This could continue to enhance interest in neighbourhood parks, trails and other local / low-cost activities (including programming and services that can be delivered online), while those communities that typically rely on seasonal or tourist markets could be negatively affected. This may negatively impact tournaments and sport tourism destinations, at least in the short-term.

A renewed focus on equity and inclusion is shining a light on the distribution of public space as people seek localized opportunities. Now more than ever, municipalities have an obligation to target investment (e.g., engagement activities, programming, park renewal, facility development, etc.) within neighbourhoods without adequate access.

Looking Ahead

The longer-term projection is less certain and much will depend on the duration and severity of the COVID-19 pandemic. Concerns around gatherings may keep some people away from large group events and crowded spaces. There is evidence that some are taking it a step further and relocating to less populated, suburban or rural areas; many communities with sizable seasonal populations are reporting a shift toward permanent residency as the notion of working from home becomes more entrenched. Complete communities with a mix of residential, education, employment, recreational, open space and active transportation opportunities that function as self-sustaining and connected neighbourhoods will be most desirable. This will require a rethink of how many aspects of public space are designed and managed – maybe even a shift away from large multi-use complexes towards smaller localized facilities – which could take decades to fully realize.

To be successful, we must continue to look to research and lessons from across the world and invest time and resources in new technologies and approaches that will assist in realizing the many benefits associated with parks, recreation and culture participation.



3. Public and Stakeholder Input

Engagement with residents and stakeholders (e.g., residents, service clubs, sports organizations, City staff, City Council, etc.) was critical to understanding current issues and future opportunities for enhancing the recreation system in Cornwall. A comprehensive community engagement strategy was developed to promote public dialogue throughout the course of the Master Plan process.

Primary engagement tactics included:

- Project Awareness Campaign
- Community Online Survey
- Stakeholder Questionnaire and Key Informant Interviews
- Virtual Public Open House (Draft Plan review)
- Presentation to City Council

As the project was completed during the COVID-19 pandemic, engagement focused on digital and remote opportunities to provide feedback. The pandemic created new opportunities for the public and stakeholders to become involved in the planning process, leading to broader participation.

Engagement opportunities were promoted through the City's website, media releases, newspaper articles, and social media updates. Online engagement tools were open for a pre-determined window of time and in-person sessions were by invitation and facilitated by members of the Consulting Team. A project website and email address were maintained for the duration of the planning process. Key materials were provided in both English and French.

Note: It is important to note that the information and suggestions presented in this section should not be interpreted as recommendations. Community input has not been altered even in instances where comments may incorrectly reflect the City's actual policies, practices or level of provision.



3.1 Community Survey

To support the development of this Master Plan, the City hosted an online community survey that was available for six weeks from April to May, 2020. The survey was posted on the City's website and was promoted through the local media, printed handouts and stakeholder events. A total of **1,544 unique responses** were received; being a voluntary, self-directed survey, response rates vary by question. The purpose of the community survey was to elicit information on the recreation and parks needs of Cornwall residents.

The survey was designed to take about 10 minutes of time to complete, depending on the number of questions answered and level of detail provided. The questions were designed to gather information regarding: participation rates in both organized and unorganized activities; barriers to activity; facility use; recommended improvements; support for investment; and opinion / agreement with various statements. Finally, the survey helped to establish a profile of recreation and parks users in Cornwall by collecting relevant demographic information. Tabulated survey response data has been provided in **Appendix B**.

Participation in Parks and Recreation Activities

Figure 7 summarizes the most **popular parks and recreation activities** respondents have participated over the past 12 months in Cornwall or elsewhere. A common element among the most popular activities – such as use of parks, enjoyment of the waterfront, walking/hiking, special events, cycling, swimming, fitness, etc. – is that they are unstructured and can generally be self-scheduled, which is consistent with participation trends observed across Ontario. In addition to the activities identified in Figure 8, other popular activities included football, general interest activities such as Pokemon GO and geocaching, and BMX biking.

Figure 7: Most Popular Parks and Recreation Activities, Past 12 Months

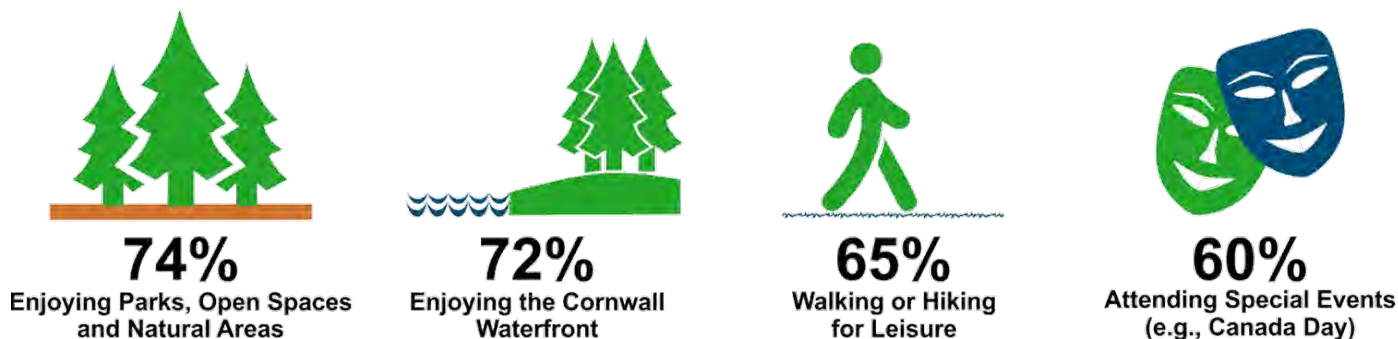
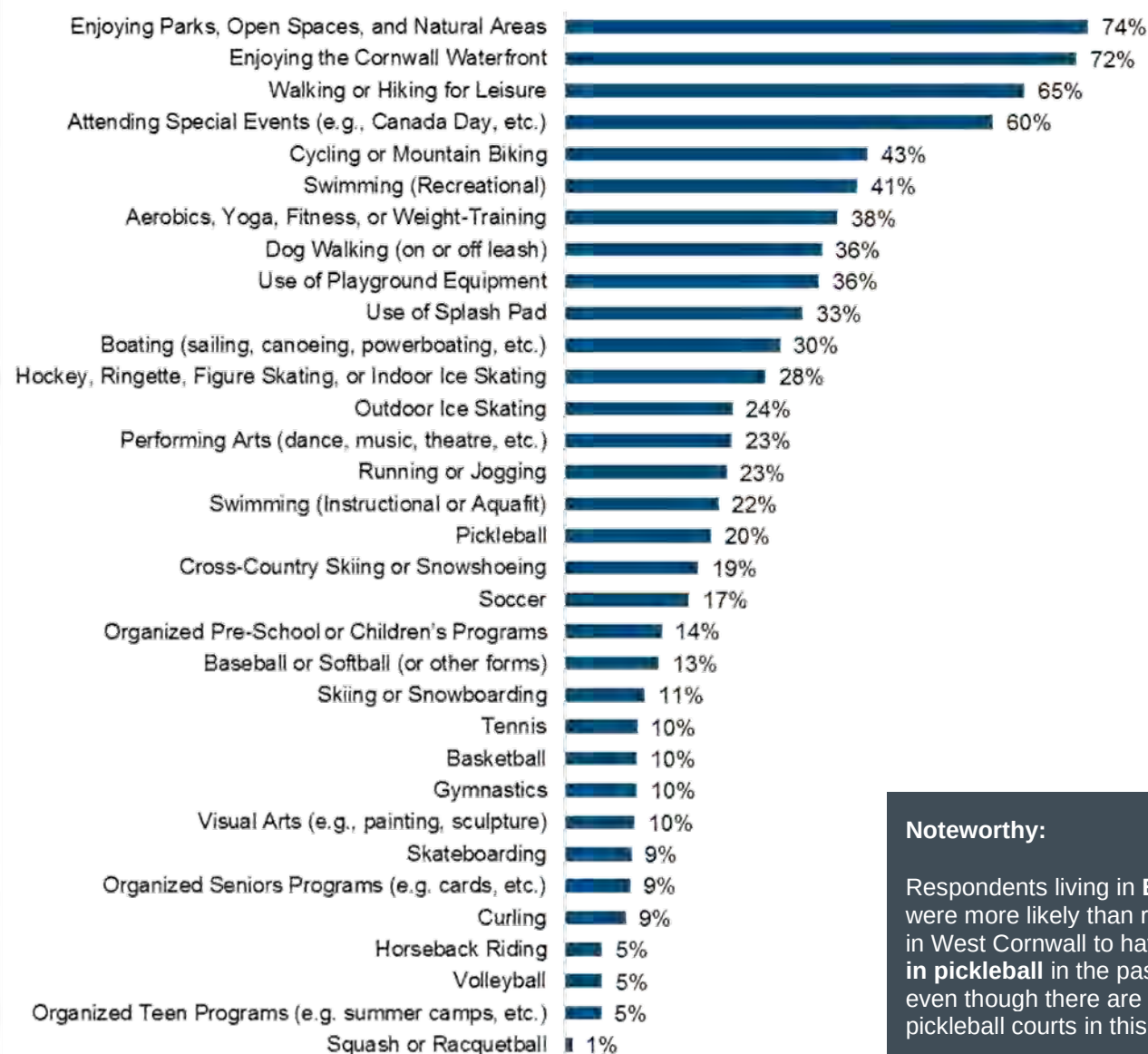


Figure 8: Participation in Parks and Recreation Activities, Past 12 Months



Noteworthy:

Respondents living in **East Cornwall** were more likely than respondents living in West Cornwall to have **participated in pickleball** in the past 12 months, even though there are no outdoor pickleball courts in this area.

Nearly one-third (31%) of respondents indicated that they were not able to participate in parks and recreation activities as often as they would like. Figure 9 illustrates the most common **barriers to participating in parks and recreation activities** that were identified by respondents. The lack of free time or “too busy” was the number one participation barrier (44%), which is common in most municipalities. Providing parks and recreation opportunities that can be accommodated within busy schedules is one option for mitigating this concern. Another common barrier was a “lack of desired programs or facilities” (40%), suggesting that the provision of opportunities could be improved but is not the most significant factor keeping residents from participating as frequently as they would like.

Noteworthy:

Respondents living in **West Cornwall** were more likely than respondents living in East Cornwall to report **barriers to participation**, suggesting that area residents are seeking convenient and affordable activities that fit into busy lifestyles.

Figure 9: Participation Barriers to Parks and Recreation Activities

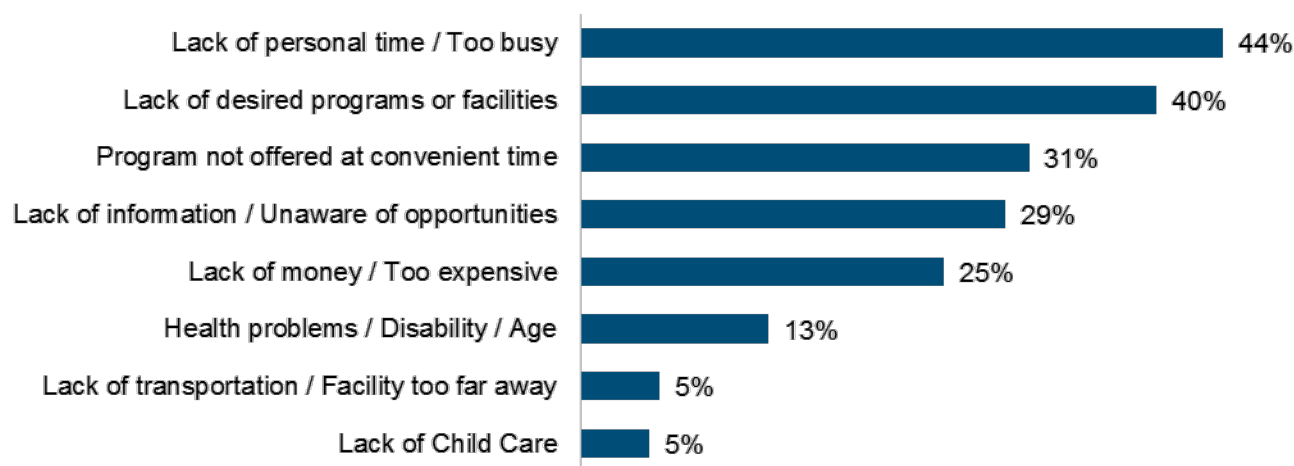


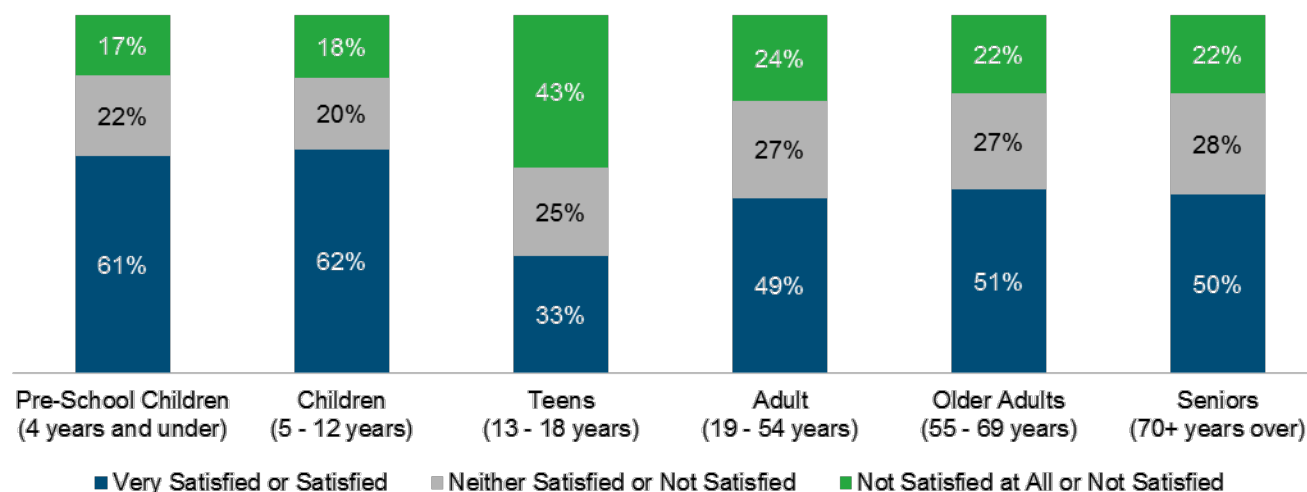
Figure 10 illustrates respondents' level of satisfaction with the **parks and recreation opportunities by age group**. Respondents were most satisfied with parks and recreation opportunities for children (age 5-12) and pre-school (4 years and under). Satisfaction levels were generally lower for all other age groups, particularly teens (which are a challenging age group for most recreation departments to serve; though often the gaps are more perceived than real). It is important to recognize that the median age of the respondent was 50 years and who may not be familiar with all opportunities for each age group.

“Safe and accessible activities for seniors in Cornwall should be a priority.”

“I feel we need more activities for the youth of our city. There isn't enough for them to do.”

Survey respondent comments

Figure 10: Satisfaction with Parks and Recreation Opportunities by Age Group



A broad range of suggestions were offered when respondents were asked what **additional parks and recreation opportunities** they would like to see offered in Cornwall. The most common request that was received was for indoor and outdoor pickleball courts. Other top suggestions included waterfront improvements (e.g., beach), entertainment (e.g., restaurants, markets, etc.), and water-based activities including a launch for boats and personal watercrafts (e.g., kayak, canoe, etc.), and general park and facility enhancements. More festivals and events were requested such as family-friendly events, concerts, cultural events, and a winter festival. Other common activity requests included a skateboarding, swimming, arts and cultural activities, off-leash dog park, fitness classes, outdoor skating, and outdoor field sports (e.g., football, soccer, baseball, etc.).

Outdoor Pools

Less than one-quarter (24%) of respondents have used at least one of Cornwall's outdoor pools in the past 12 months. The St. Francis and Terry Fox outdoor pools were the most popular locations, with 10% of respondents having visited each of these locations. St Joseph outdoor pool was visited by 7% of survey respondents, while the Mattice and Reg Campbell outdoor pools were each visited by 5% of the survey respondents.

Figure 12 summarizes respondents' level of satisfaction with outdoor pool locations that they have used. Satisfaction levels were highest for the St. Francis outdoor pool (79%). Slightly lower levels of satisfaction were revealed for all other locations, with the Mattice outdoor pool having the lowest rate of satisfaction (68%). These results support strategic initiatives to enhance Cornwall's outdoor pools.

Figure 12: Satisfaction with Cornwall's Outdoor Pools

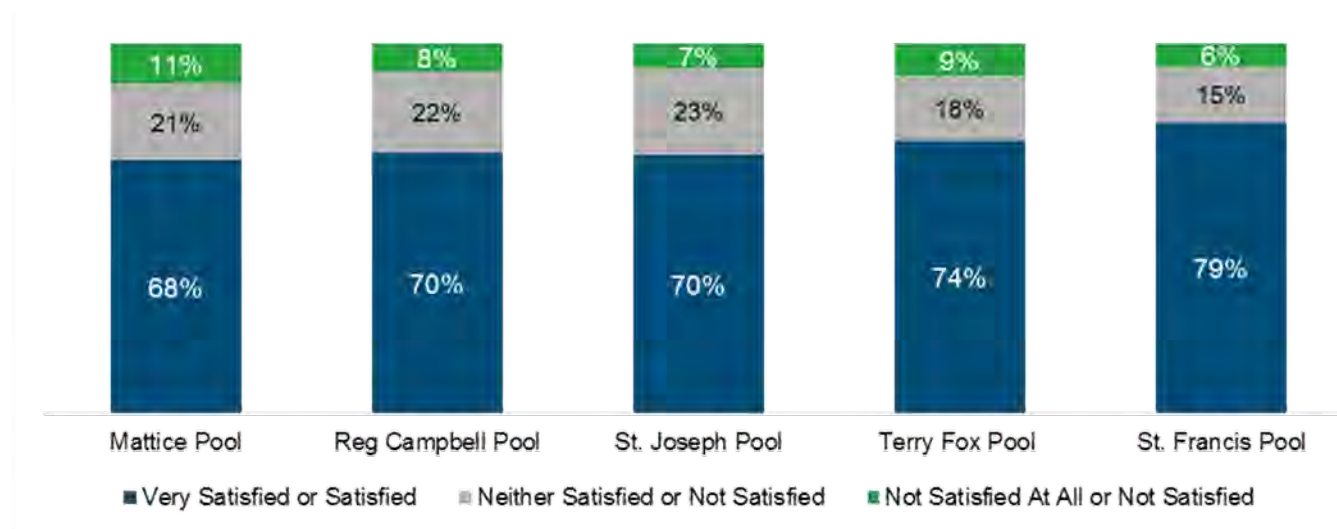
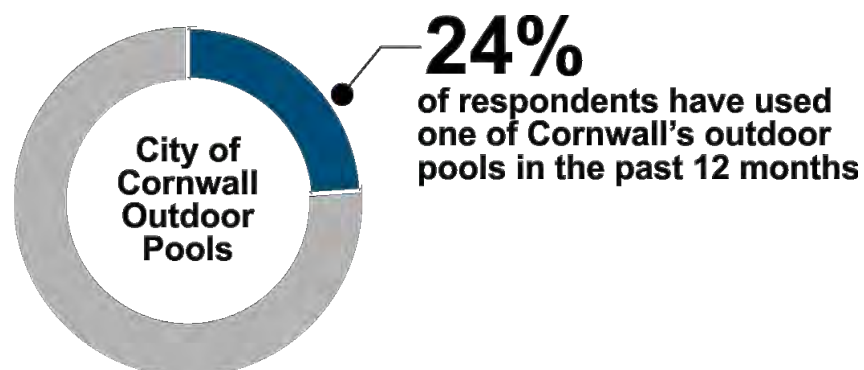


Figure 11: Respondents Who Used a City-Owned Outdoor Pool, Past 12 Months



A variety of suggestions were received from respondents on how Cornwall's **outdoor pools could be improved**. The most common suggestion was centred around expanding the number of affordable public swim sessions as some respondents felt that the current public swim sessions are too crowded. Others expressed the desire for designated public swim times for designated age-groups (e.g., children and youth, adults, older adults, and seniors).

Suggestions to improve the quality of outdoor pools were also provided, including updating and modernizing the facilities to enhance the general atmosphere. Other suggestions included maintaining the current supply of outdoor pools or constructing new pools in other areas of Cornwall, providing supporting amenities (e.g., shade and seating), increasing operating hours or extending the operating season, and ensuring swimming opportunities are affordable or free. Table 3 summarizes the top suggestions to improve Cornwall's outdoor pools.

Additional survey findings with respect to outdoor pools can be found in **Appendix C**.



Table 3: Top Suggestions for Improving Cornwall's Outdoor Pools

- Offer designated swim times by age-group
- Improve the quality of Cornwall's outdoor pools or experience
- Maintain the current supply or provide in more locations
- Provide supporting pool amenities (e.g., shade, seating, etc.)
- Increase operating hours or extend the operating season
- Ensure costs are affordable or make public swims free
- Provide warm water temperatures
- Marketing and awareness of Cornwall's outdoor pools
- Provide Pool features (e.g., waterslide, beach entry, etc.)
- Replace pools with splash pads
- Hold events and tournaments
- Concession or food truck

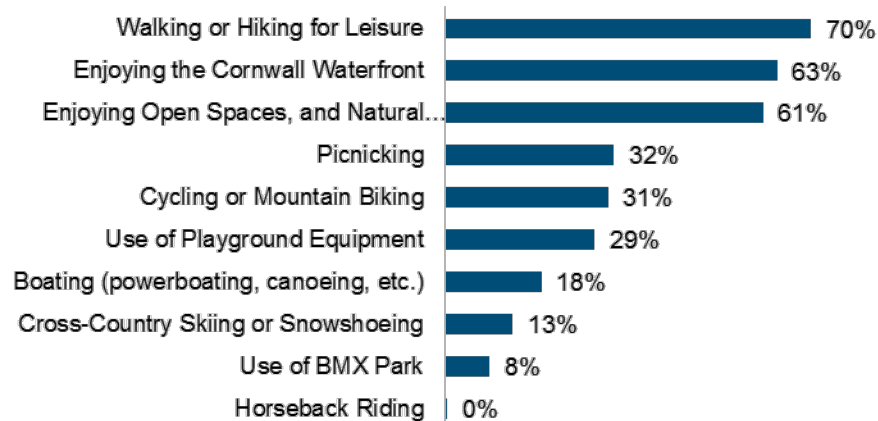
"To save money, the city has removed outdoor pools and replaced with splash pads. The splash pads do not replace the benefits of a properly run swim program. I am a tax payer and am conscious of the cost of services however I think the city should look deeper to obtain savings and not cut beneficial recreation programs like pools."

Survey respondent comment

Guindon Park

Nearly three-quarters (71%) of respondents visited Guindon Park over the past 12 months. Among those that have used Guindon Park, the most common activity was walking or hiking for leisure. Enjoying the Cornwall waterfront, as well as open space and natural areas were also common uses (13).

Figure 13: Participation in Parks and Recreation Activities at Guindon Park



Noteworthy:

Respondents living in **West Cornwall** were **more likely** than respondents living in East Cornwall to:

- have visited Guindon Park (which is located in West Cornwall), suggesting that proximity is one factor in the park's usage
- express a higher level of agreement that their "household is satisfied with the location of parks and recreation facilities in the City", suggesting that the distribution of assets may be a larger concern in East Cornwall

Table 4: Top Suggestions to Improve Guindon Park

Improve the Quality of Guindon Park (e.g., standard of maintenance)
 Trails Improvements (e.g., quality, grooming, etc.)
 Supporting Park Amenities (e.g., picnic areas, seating, shade, etc.)
 Outdoor Recreation Facility Request
 Washrooms (e.g., cleanliness, operating hours, etc.)
 Marketing, Education and Enforcement
 Waterfront Improvements (e.g., launch, rentals, docks, etc.)
 Camping / Recreational Vehicle Area
 Public Transit Access / Shuttle Service
 Outdoor Activities and Programs (e.g., children, special needs, etc.)
 Hold Special Events
 Park Naturalization Efforts

The survey found that 73% of respondents were satisfied with the quality of Guindon Park. A variety of suggestions were received with respect to **improvements to the park**. General improvements were the most common suggestions, including enhancing maintenance standards with respect to vegetation control, park cleanliness, pest management (e.g., ticks), and road conditions. Trail improvements were also sought, including enhanced trail maintenance, signage, surface grooming (particularly during the winter), expanding the existing network, and limiting ATV and equestrian uses (or identifying dedicated sections). Other common suggestions included new infrastructure (e.g., restaurant, picnic areas, seating, parking, etc.), outdoor recreation facility requests (e.g., off-leash dog park, etc.), and more (4).

"Guindon Park is a beautiful natural area that is generally well maintained for the cycling, walking, and picnicking that we use it for. It is nice if they can continue to maintain the grass mowing as it beautifies the area and reduces the ticks."

Survey respondent comment

Priorities

Figure 14 summarizes the **highest priorities for additional public spending for parks and recreation facilities** (either for upgrades or new construction). These priorities – including the Cornwall waterfront, trails, parks and open space, playgrounds, splash pads, and outdoor ice rinks – further support the finding that there is an increasing public desire for unstructured and self-scheduled opportunities. A full summary of facility priorities is identified in Figure 15.

Figure 14: Top priorities for Additional Public Spending for Parks and Recreation Facilities



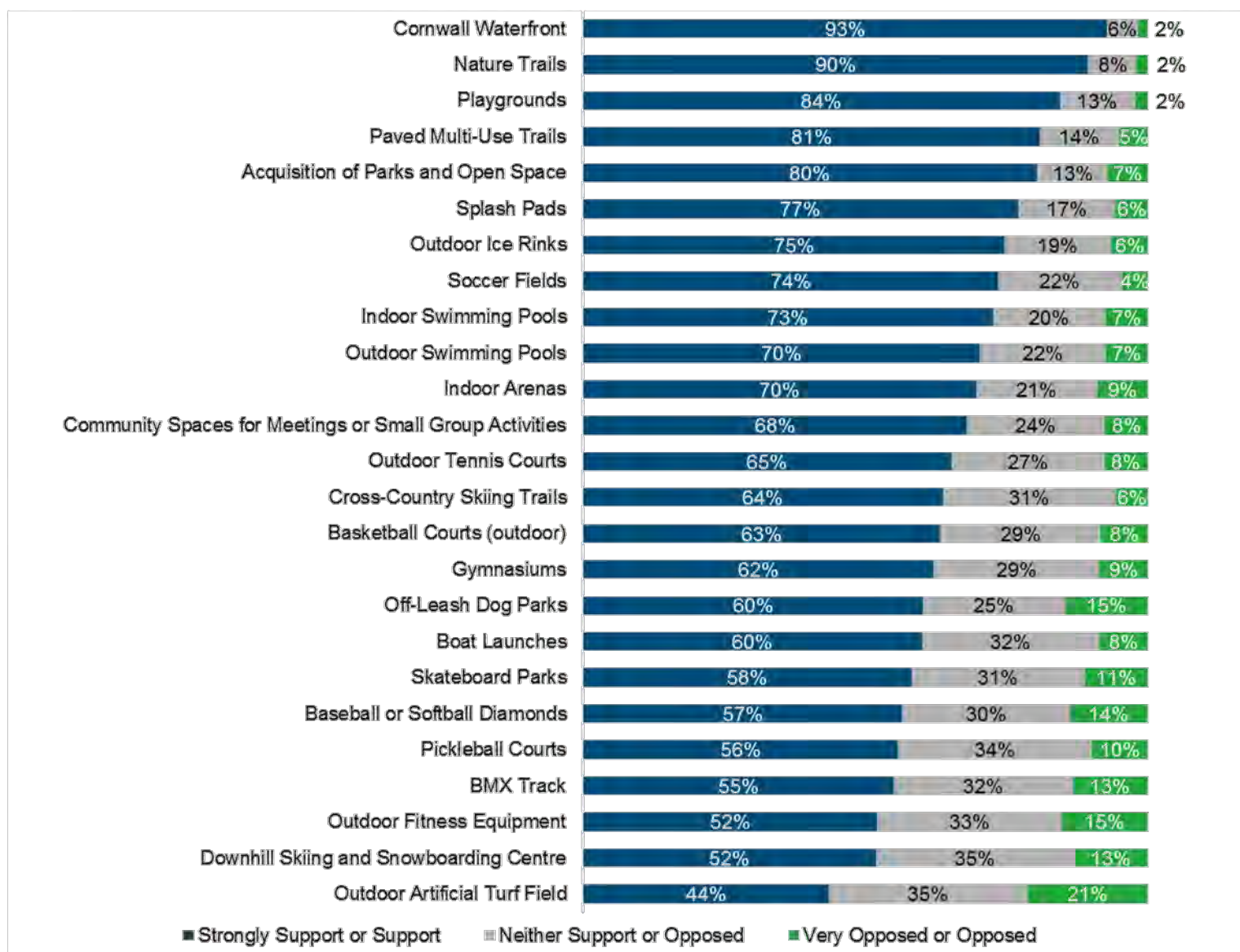
"I would like to see Cornwall utilize the waterfront more like other waterfront communities, with all sorts of year-round outdoor activities such as winter skating, kayak and paddle boat rentals lessons, activities for children, waterfront dining, and more."

Survey respondent comment

Noteworthy:

Respondents without children at home were more likely to have participated in **pickleball** in the past 12 months and support additional public spending on pickleball courts.

Figure 15: Support for Public Spending on Constructing or Improving Parks and Recreation Facilities

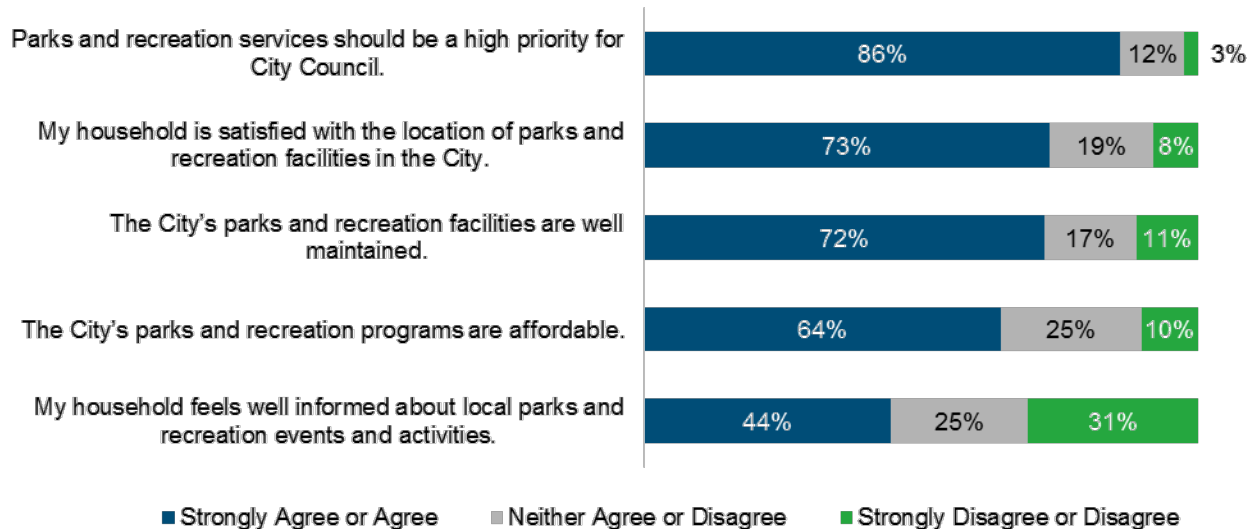


Respondents were asked to identify their **level of support for various statements** with respect to parks and recreation in the City of Cornwall (Figure 16). The survey found that more than four-out-of-five (86%) respondents felt that parks and recreation services should be a high priority for Council. Nearly three-quarters (73%) of respondents identified that their household is generally satisfied with the location of parks and recreation facilities in Cornwall, while 72% of respondents felt that parks and recreation facilities are well maintained. About two-thirds (64%) of respondents indicated that parks and recreation programs are affordable, while less than half (44%) of respondents felt that they are well informed about parks and recreation events and activities.

Noteworthy:

Respondents with children at home were more likely to express a higher level of **disagreement** with the statement that their “household is **well informed** about local parks and recreation events and activities”, suggesting that additional marketing efforts targeted to families may be required.

Figure 16: Agreement with Statements about Parks and Recreation Services



Additional Comments

In addition to the survey findings, respondents had an opportunity to provide additional input. A variety of comments were received regarding all aspects of Cornwall's parks and recreation system. The following is a summary of some of the **key themes** from the comments, which echoed many of the results found throughout the survey:

- There is a strong desire for indoor and outdoor **pickleball courts**
- The City should maximize the parks and recreational opportunities along the **Cornwall waterfront** (such as parkland, beaches, restaurants and vendors); note: the City's Waterfront Master Plan addresses several of these items
- **Affordable** parks and recreation opportunities must be made a priority, regardless of age, income or ability
- There is a desire to **maintain and enhance existing facilities**, such as the skatepark, outdoor pools, outdoor courts, playgrounds, football field, and Guindon Park
- Residents are **proud and complimentary** of many aspects of the parks and recreation system, from trails to facilities such as the Benson Centre to park amenities such as outdoor pools

Profile of Survey Respondents

The Community Survey collected information about the responding households:

- Compared to Census data, households with children (9 years and under), youth (age 10-19), and mature adults (age 35-54) were slightly over-represented in the survey, while households with adults (age 20-34), older adults (age 55-69) and seniors (age 70+) were slightly under-represented. The average household size was 3.0 persons, which is higher compared to the 2016 Census (average household size: 2.2 persons). These results are common as households with multiple children and youth are more likely to complete a self-administered survey regarding parks and recreation opportunities.
- Half of survey respondents (50%) resided in the southeast end of Cornwall (K6H postal code – south of Highway 401 and east of Pitt Street). Approximately one-third (32%) of respondents resided in the southwest end of Cornwall (K6J postal code – south of Highway 401 and west of Pitt Street), while 7% of respondents resided north of Highway 401 (K6K postal code). The geographic location of survey respondents was generally representative of all households across Cornwall.
- About 10% of survey respondents were non-residents, the majority of whom resided throughout the United Counties of Stormont, Dundas and Glengarry.

3.2 Stakeholder Input

The City has dozens of community groups that offer services to the community in the fields of sports, arts, culture, music, dance and theatre. Some have competing demands and needs for space, staff resources and funding while desiring to increase their programs and services. A total of 61 organizations were invited to participate in the Master Plan process through the completion of a stakeholder questionnaire. Several attempts were made to solicit their input. This summary represents the input of 33 organizations.

Table 5: Stakeholder Attendance and Participation

Provided Written Input	Invited but did NOT Provide Input
Achieve Fitness (Stroller Babes)	Arts Collective
Adult Softball Leagues	Bible Baptist Church
Brenda Levert (artist)	Bocce
Champs Eastside Boxing Club	Boys and Girls Club
Cornwall Adult Hockey Academy & Beginners (CAHAB)	Cornwall Colts
Cornwall BMX Club	Cornwall Curling Centre
Cornwall District Minor Baseball	Cornwall District Soccer League
Cornwall Girls Hockey Association	Cornwall Minor Hockey Association
Cornwall Indoor Soccer League	Cornwall Multisport Club
Cornwall Minor Football Association	Cornwall Optimist Minor Ball Hockey
Cornwall Minor Lacrosse Association	Cornwall Optimist Minor Softball League
Cornwall Pickleball	Cornwall Senior Citizens Bridge Club
Cornwall Rowing Club	Cricket
Cornwall Rugby	Cycling
Cornwall Sea Lions Swim Club	Dekes and Dangles hockey, Prowlers, Men's Ball Hockey League
Cornwall Seniorfit	Kinsmen Girls Softball
Cornwall Skatepark Coalition - Skatepark / BMX Subcommittee - Sk8city	Men's Flag Football
Cornwall Ultimate Frisbee Association	Monday Bridge Group
Cornwall Underwater Hockey Club	Ontario Hockey Academy
Cornwall Women's Ball Hockey League	Own the Ice
Cornwall Vikings Volleyball Club	SDG Francophone Services
Friends of the Guindon Trails	Seaway Valley Theatre Company
Gentle Yoga	Senior Fitness
Yoga Instructor (Independent)	Special Events
Mountain Biking Group	Tai Chi Group
Seaway Valley Soccer Club	Triathlon - MS Run
Senior Tennis Group	United Counties Basketball
Skate Cornwall	Zumba Instructor
Sportball	
The Amalgamation of French Language Arts and Theatre	
Vagabond Theatre	
Yoga Instructor (Independent)	
Your Arts Council, Cornwall & the Counties	
Total: 33	Total: 28

The following high-level summary synthesizes common themes that emerged from stakeholder feedback, organized by subject area. It should be noted that very little interpretation or fact-checking of statements made by stakeholders has been completed and, therefore, the summary may not represent final themes or directions for the Master Plan.

Participation and Trends

- The majority of user groups felt that their membership and interest in their activity would rise or remain the same over the next five years. There was some degree of uncertainty due to the impact of COVID-19 on participation.
- Based on membership over the past three years (2017-19), most groups reported stable to increase participation. The number of pickleball, girls hockey, lacrosse, football, and BMX participants have been increasing in recent years, while the number of outdoor soccer, minor baseball, rugby, and swim team members have been declining.

Park and Facility Requests

- Due to strong and steady growth in pickleball, available courts are approaching capacity. The group suggested that the courts shared with tennis at Terry Fox Park be upgraded and converted to dedicated pickleball courts, along with consistent access to washrooms. Longer-term, the group feels that consideration should be given to an indoor/outdoor pickleball complex.
- For many years, the Skatepark Coalition has been advocating for a new and modern skatepark in Cornwall. The existing facility in Optimist Park has exceeded its lifespan and no longer meets the needs of various wheeled sports. As a result, local participation has been affected and many users are seeking these opportunities outside of the City (or are using unauthorized spaces). The group suggested that the City reinstitute the skatepark sub-committee to explore locations and options for building a world class multi-use park with access to water, shade, lighting, washrooms and possibly a clubhouse.
- Requests were made for an artificial turf with lights. There may be opportunities to design the field to accommodate multiple sports (e.g., soccer, football, rugby, etc.).
- Lighting on two baseball diamonds at Legion Park was requested, along with additional safety netting.
- Cornwall BMX is seeking support to extend water and electrical service to the BMX track in order to install permanent washrooms, a concession building, and lighting. This will allow the group to enhance their growing programming and become sanctioned as a national-level track.
- Groups indicated that the City's major indoor facilities – Benson Centre, Civic Complex and Aquatics Centre – are all very well used. Usage levels and allocation practices can make it difficult for some organizations to receive their desired level of access, particularly to prime time hours. While most groups

do not anticipate the City to build more indoor facilities within the timeframe of this plan, they have expressed growing pressure for these facilities. In addition, requests were received from sports organizations for the addition of a full-size gymnasium to support community court sports.

- Several stakeholders are very much looking forward to the new arts and culture centre as it will provide a centralized location for their services and programs. Going forward, sustainable and ongoing funding is a concern of some arts and cultural groups.
- Volunteers that assist with Guindon Park indicated a strong and growing need for additional maintenance at this location as many trails are becoming impassable. To direct investment and resources, an overall vision and strategic plan for this park was suggested. Additional considerations include improved signage and maps (online and within the park), multi-use trails, and extending the trails beyond the park boundary to connect to other areas of interest.
- The Cornwall Rowing Club is seeking a permanent shed in Guindon Park for boat storage, as well as a dock closer to this area that could be shared with other water sports. The group also suggested that rowing be permitted in the canal.
- The Champs Eastside Boxing Club uses a clubhouse located in St. Joseph's Park. They are interested in expanding but do not have funding to support such a project.



Service Delivery Considerations

- Most groups are non-profit and strive to keep their fees low to support and promote participation. Several groups cited affordability concerns regarding indoor facility rentals, including arenas, fieldhouse and aquatic centre. Groups reported that the financial assistance programs (including Canadian Tire Jumpstart) are working well to promote affordability amongst lower income participants.
- Communication and coordination were identified as key roles for the City. Most groups have positive working relationships with the City and are appreciative of opportunities to work together. Some groups suggested introducing annual or semi-annual stakeholder meetings that bring like-minded groups together to share ideas and discuss plans for the upcoming year.
- Allocation of rental time in arenas and the fieldhouse were raised as concerns by some organizations. Specific issues with transparency in policy and challenges for new/growing groups were identified.
- Municipal assistance with marketing and advertising (print, online, etc.) was requested as many groups struggle with getting word out about their programs. The City recently published a program guide that may help in this regard.
- Some groups suggested that the City take on a lead role in organizing sport leagues, such as adult hockey and rugby.

3.3 Municipal Consultation

Consultation was undertaken with City Council and municipal staff involved in the management and operation of municipal recreation and parks facilities and services. Input from these sources was wide-ranging and has been used to inform the Master Plan.

3.4 Written Comments and Submissions

Throughout the public input process, the public had opportunities to submit written comments for consideration. A summary of written input received is highlighted below:

- There is a desire for dedicated pickleball courts, potentially at Terry Fox Park, Broadview Park, or converting an existing tennis court in Cornwall.
- Support for using parks for STEAM (science, technology, engineering, arts and math) programs.
- A request was received for squash courts.
- Legion Park ball diamonds should remain at their current location.
- Some residents felt that the tennis fees at the Benson Centre are too high and the pickleball fees are too low (the City charges a flat rate for the space, regardless of the number of users). Further, it was noted that the availability of tennis court time is limited due to pressure from pickleball players.
- The skateboard park needs to be repaved and improved.
- Suggested improvements to Guindon Park: Water slide, Lit pathway, Eco-park.

In addition to these submissions, a number of newspaper articles related to parks and recreation in Cornwall have been reviewed and were considered in the preparation of the Master Plan.

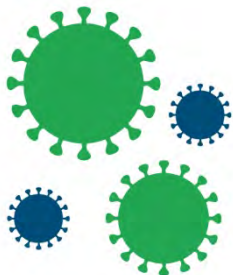
3.5 Emerging Directions from Initial Public Input Phase

Key findings of the initial public engagement and research phase are summarized below. These themes will be assessed along with community profiles, usage data, and promising practices from other communities to inform the Master Plan's recommendations.



1. Recreation and parks services are very important to Cornwall residents

86% of survey respondents felt that parks and recreation services should be a high priority for Council. The survey also found high levels of satisfaction with recreation facility and park provision and maintenance; however, improvements are required to address aging infrastructure, gaps, and emerging needs.



2. The pandemic has highlighted the vital role of parks and trails in staying active and connected

Unstructured park and trail use has increased in Cornwall during the pandemic, a trend observed across Canada. A recent survey completed by Park People (parkpeople.ca) found that 82% of Canadians feel that parks have become more important to their mental health during COVID-19 and 70% found that their appreciation for parks and green spaces has increased during the pandemic. Long-term planning and strategic investment are vital to support the significant role that the parks, recreation and culture play in our personal, social, and economic recovery and revitalization.



3. Demand is growing for unstructured activities for all ages

The survey found that the most popular activities in Cornwall (prior to the pandemic) are those that appeal to all ages and abilities, such as use of parks, enjoyment of the waterfront, walking/hiking, special events, cycling, swimming, and fitness. Year-round activities, washrooms, seating, and shade are just some of the items needed to support these activities. The Master Plan will explore these and other opportunities, such as expanding nature-based recreation and outdoor experiences at Guindon Park.



4. Affordable recreation opportunities are in demand

Free and low cost activities are popular in Cornwall, particularly for youth and older adults. Financial assistance programs are in place to assist with affordability. A user fee review should be completed in the short-term to ensure that rates remain fair and responsive to users and residents.



5. Many residents are not aware of the broad range of available activities

Less than half of survey respondents felt that they are well informed about local parks and recreation events and activities. Communication tactics have evolved over the years due to costs, policies, and emerging online tools. In 2019, the City published a new Community Guide containing information on parks and recreation facilities and programs. A continued focus on marketing and promotion will help to keep residents active and informed.



6. Maintaining existing facilities is a priority over adding new ones

Before building new, residents generally support taking care of the parks and recreation facilities that we already have. This investment may take many forms, such as regular maintenance, barrier-free improvements, upgrading or modernizing existing amenities, or repurposing to other in-demand uses. Among the existing facilities that residents want to see improved include Cornwall's outdoor pools and splash pads, playgrounds and skate park. Enhancing the role of the Benson Centre as a regional activity hub for indoor and outdoor activities is another focus.



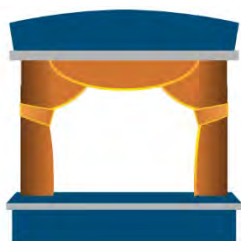
7. We need to be creative in accommodating emerging sports and activities

New and changing recreation interests create new opportunities to engage residents in innovative ways, but also place pressure on existing resources, parks and facilities. Flexibility in design and approach is required, and facilities that can accommodate multi-uses are desired. Activities that are emerging and vying for time at existing facilities (or in search of new spaces) include pickleball, turf sports, gymnasium sports, and off-leash dog areas.



8. Cornwall's waterfront is its best asset and public use should be maximized

Residents support more uses and stronger connections to the City's public waterfront lands, including Lamoureux Park, Kinsmen Soccer Fields, Legion Park, Pointe Maligne and Cornwall Canal. In 2019, the City updated its Waterfront Plan, which contains several recommendations related to Cornwall's parks and recreation system. Continued study, external funding and partnerships will be required to realize much of this vision.



9. The new arts and culture centre will fill a long-time need

The proposed arts and culture centre is highly anticipated by local artists and artisans, performance groups, and residents seeking creative outlets – either as participants or spectators. Planning continues on the centre – the City's first facility of this kind – which will inject further culture, economic activity, and development into the Central Business District.



10. Partnerships can be effective at leveraging resources and building capacity

The City works with many volunteers and community organizations to pool resources and maximize benefits to residents, such as recent initiatives with rowing and BMX clubs. By building capacity within the community, residents gain access to additional amenities and programs that may not otherwise be possible. Opportunities to enhance partnerships that address the priorities of the Master Plan should be explored.



11. The City needs to be proactive in order to maximize value for its residents

The Master Plan supports accessible and high quality recreation and parks services that enable residents of all ages to lead healthy, active lives. To achieve this, the City will employ evidence-based frameworks, policies and practices, and alternative funding models that allow for transparent decision-making and sound financial planning that keeps pace with needs. Together with guiding documents such as the City's Strategic Plan, the Master Plan will help the City support the ongoing delivery of recreation services in a fiscally responsible manner.

3.6 Public Open House on Draft Master Plan

The draft Recreation Master Plan – along with a summary of its primary recommendations and a feedback form – was posted on the City's website in February 2021 to gather input from the public and stakeholders. In-person consultation was not possible due to COVID-19 health guidelines.

The commenting opportunity was publicized through a variety of mediums, including advertisements and articles in the Standard-Freeholder, news release, social media, website banner on the Cornwall.ca homepage, email newsletter and direct email to all stakeholders.

Written input was provided by approximately 45 residents and organizations. The following is a summary of the most common themes from the public review. An account of all comments is contained in **Appendix F**.

Support was expressed for many aspects of the draft Master Plan, most notably:

- a) the emphasis on waterfront parks and enhancements recommended through the Waterfront Plan
- b) the focus on walking trails and outdoor recreation, which have seen increased use during the pandemic
- c) recommendations to maintain and reinvest in outdoor pools
- d) continued investment playgrounds, including new playgrounds in underserved areas
- e) promotion of active lifestyles and physical activity across all ages

- f) the recommendation to update the City's 2010 Bicycle and Pedestrian Master Plan
- g) addressing gaps in the provision of skateboard parks, splash pads and off-leash dog parks

Primary suggestions for additional/modified recommendations or emphasis included:

- a) improvements to bike lanes/paths
- b) maintaining the ball diamonds in Legion Park rather than moving them to the Benson Centre
- c) concern over consolidating amenities at the Benson Centre for those living in East End and those without access to a vehicle
- d) more distinctive and challenging features within playgrounds
- e) establishment of a beach on the waterfront (supported by Waterfront Plan)
- f) consideration of rowing in the canal (supported by Waterfront Plan)
- g) several site-specific and topic-specific suggestions expressed by special interest groups or individuals (single mentions)



4. Strategic Framework

This section identifies the strategic framework that will guide the Master Plan's development and implementation. In creating this framework, the overarching strategies established in the 2009 Master Plan have been revisited through the lens of updated consultation and research, including alignment with foundational documents such as the City's Strategic Plan and Framework for Recreation in Canada.

4.1 Corporate Objectives

The following mission, vision and strategic priorities have been set by the current term of City Council (2018-2022).

Mission: To provide services that enable a financially and environmentally sustainable community which will care and provide for the needs and values of its residents.

Vision: The City of Cornwall is recognized as a welcoming and healthy community with a strong municipal government providing effective services and infrastructure.

Council has identified five priorities for the period 2019-2022:

- a) Waterfront development
- b) Skilled workforce
- c) Housing opportunities
- d) Economic development
- e) Environmental sustainability

Amongst the strategic priorities, relevant initiatives include:

- sports and recreation opportunities
- development of Pointe Maligne Park with budgeted funds
- sustained pressure to own strategic parts of our waterfront
- continue to invest in infrastructure

Through the City's Official Plan, several goals have been established for Cornwall's future development and quality of life, including:

"An overall Parks and Recreation system that satisfies the health, recreation and leisure demands of all segments of the population".

The Official Plan views recreation as an essential part of the quality of life and of living in a city.

Recreation embraces a broad range of individual and group related activities ranging from the more "active" physical pursuits such as jogging, skiing, tennis, hockey, swimming, etc. to the more "passive" activities including scenic viewing, relaxing, picnicking, nature study, people watching, listening to a concert, etc.

A good parks and recreation system is considered to be one that provides the opportunities to undertake a variety of recreation and leisure activities satisfying the needs of all age groups and diverse lifestyles.

This is further described as:

“An attractive, accessible and useable park system enhances the visual image of a municipality, provides opportunities for active and passive recreation, promotes social interaction and family life, enhances property values, conserves natural areas, promotes tourism, stabilizes neighbourhoods, acts as a buffer land use and provides a major factor in the attraction of new development to the Municipality.”

4.2 A Vision for Recreation in Cornwall

Based on supporting documents and public input, the following vision, mission, priority areas, and goals have been established to guide the development and implementation of this Master Plan. This strategy reflects the values and aspirations articulated by the City and the community as a whole. Together, the framework describes the core directions that the City and its partners should strive to achieve over time. It is recommended that implementation of this strategic framework be a joint responsibility of the Recreation and Facilities Division and Parks and Landscaping Division.

Proposed Vision and Mission

Vision for Recreation and Parks	
Setting a “vision” for the City in the delivery of recreation and parks programs, facilities and services is the initial step in setting a strategic path forward. A strategic vision depicts how the City wants to be viewed in the future and compels Council, staff and the community to work together to achieve their collective goals over time. The following vision statement is proposed for recreation and parks in Cornwall:	<u>Accessible and high quality recreation and parks services that enable residents of <u>all ages</u> to lead <u>healthy, active lives</u>.</u>
Departmental Mission	
A “mission” directs the Department’s purpose, serving to provide direction and guide decision-making. The mission helps to translate the vision into everyday action. The following mission statement is proposed for recreation and parks in Cornwall:	<u>To <u>respond</u> to our unique community needs by <u>working strategically and collaboratively</u> in the delivery of recreation and parks services. We will seek to <u>improve community wellbeing</u> in all we do.</u>

Priority Areas and Goals

In 2015, the Framework for Recreation in Canada (FRC) was developed by the Canadian Parks and Recreation Association together with provincial/territorial Parks and Recreation Associations, and Provincial/Territorial Governments. The FRC presents a renewed definition of recreation and supports coordinated policies and practices in recreation and related sectors in Canada. Its aim is to improve the wellbeing of individuals, communities, and the built and natural environments.

The priority areas of this Master Plan are modelled after the FRC, which reflects the challenges and benefits of recreation, and thus provides a basis for evaluation. The priority areas also provide a common language within the sector and help align with City with other agencies and funding opportunities. There is strong alignment between the FRC and other City of Cornwall plans and strategies, many of which identify parks and recreation services as important contributors in creating strong neighbourhoods, enhancing accessibility and inclusion, supporting children and youth, designing age-friendly communities, and much more.

The following **priority areas** will guide the City's approach to decision-making and investment over the next ten years and beyond. Everything the City does in relation to recreation and parks should further the vision and one or more of the priority areas.

Figure 17: Priority Areas for the City of Cornwall Recreation Master Plan (adopted from the Framework for Recreation in Canada)



In addition, **goals** have been developed based on the Master Plan's internal and external engagement program, as well as leading research in the sector and local policy directions. The goals are broad statements that describes the desired impact and ultimate outcome towards which all objectives are directed.

Priority Area	Goals
1. Active Living We will support opportunities for physical activity, wellbeing and social connectedness.	a) reducing sedentary behaviours b) engaging people of all ages c) encouraging unstructured play
2. Inclusion & Access We will remove barriers to participation and provide access for all.	a) removing barriers to participation b) promoting equity and access for all c) ensuring affordability
3. Connecting People & Nature We will support initiatives that encourage residents to get outside and enjoy our parks and natural spaces.	a) providing appropriate and renewed parks, open spaces and trails b) enhancing outdoor programming and education c) embracing environmental stewardship
4. Supportive Environments We will invest strategically in parks and facilities to support demonstrated community needs.	a) providing appropriate and renewed recreation and sport facilities b) designing with flexibility and multiple uses in mind c) aligning with community initiatives
5. Recreation Capacity We will collaborate with others and leverage resources to build capacity and be accountable to our residents.	a) building staff capacity (training, policies) b) broadening community awareness c) strengthening partnerships and capacity building

Detailed recommendations that will assist the City and the community to achieve the vision, mission, and goals can be found in Master Plan Sections 5 to 7, with a summary contained in Section 8.3.

5. Programs and Service Delivery

This section identifies current strengths in the City's service delivery model, in addition to areas that could be improved through the adjustment of program offerings, management practices, policies and operating procedures.

5.1 Our Service Delivery System

There are numerous providers involved in the delivery of recreation services in Cornwall (see right), with the City taking a primary role in the planning, development, operation and maintenance of parks, trails, recreation facilities, major community events and a growing array of public program offerings.

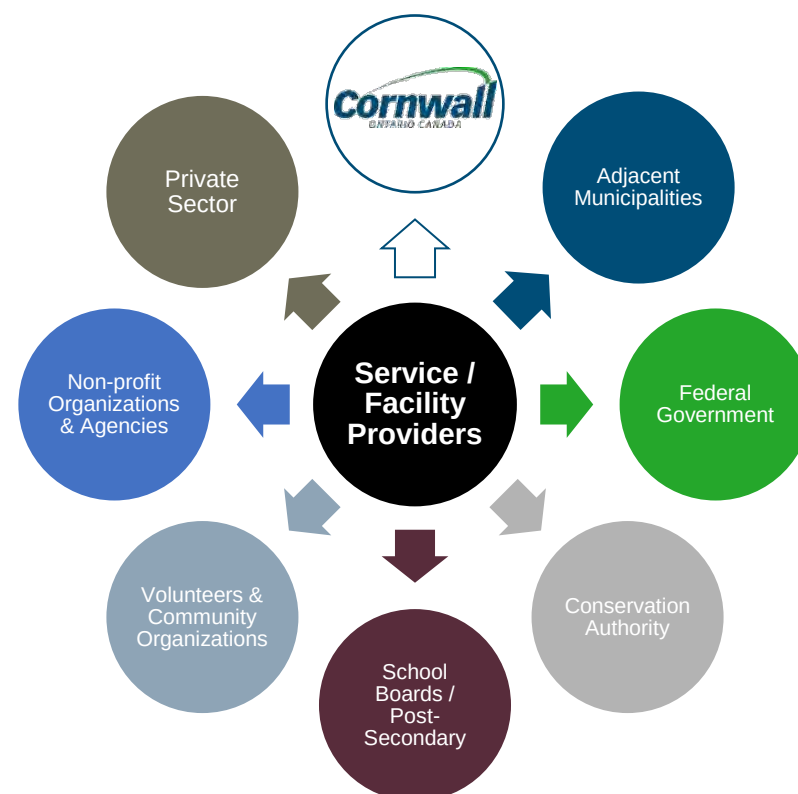
Services are primarily provided by two departments and staff indicate that the responsibilities and coordination between them is effective:

- The Recreation and Facilities Division within the Planning, Development & Recreation Department is accountable for delivering a broad range of programs and maintaining municipal facilities (e.g., arenas, pools, tennis courts, sports fields, etc.).
- The Parks and Landscaping Division within the City's Infrastructure and Municipal Works Department is responsible for maintaining parks and some outdoor recreational amenities.

The City provides specific services and proactively addresses program gaps as they emerge, with the goal of maximizing existing parks and facilities. Two key approaches are taken: (1) the direct provision of programs and services by the municipality; and (2) the provision of a range of supports to community organizations (i.e., community development). This illustrates a coordinated approach that focuses on providing a range of opportunities efficiently and effectively. Consideration is given to ensuring all residents are included, regardless of age, gender, income, background, etc.

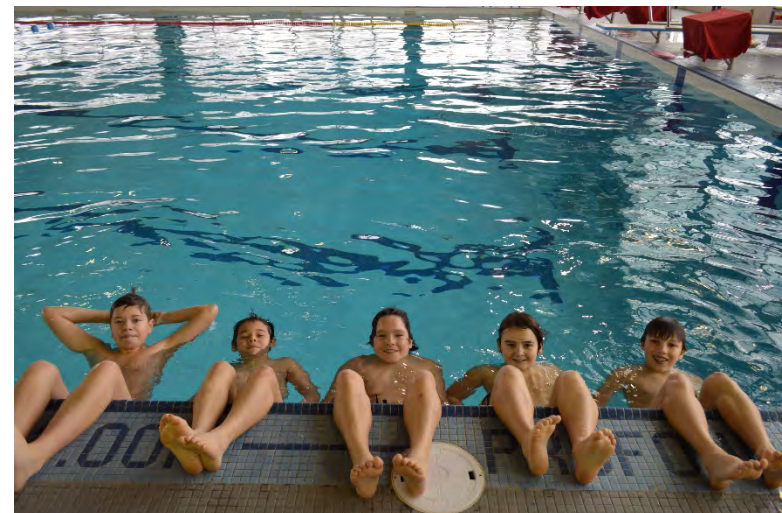
The strength and success of the local parks, recreation and cultural system lies in the City's ability to work in partnership with the community to provide quality facilities, programs and events. In recognizing and utilizing the assets available within the community, the City is able to leverage its resources while benefitting from the capacity of residents and community organizations. This requires collaboration between the City, volunteers, non-profit providers, stakeholder agencies and the private sector, with each entity delivering skills in key areas.

Figure 18 Community Asset Map for Cornwall



Within this context, the following illustrates the core service delivery responsibilities of the City's Recreation and Facilities Division:

- a) Assessing and responding to changing demographics, community issues, and emerging trends;
- b) Creating awareness of municipal services and engagement / participation opportunities;
- c) Engaging the community in meaningful participation through planning, decision-making and service delivery;
- d) Working to include all residents and advocating for marginalized individuals and groups;
- e) Educating about and promoting the benefits of community services;
- f) Determining service gaps and needed improvements (with an emphasis on enhancing community and individual wellness);
- g) Providing core facilities where gaps exist or the capacity is not present in the community;
- h) Building and fostering partnerships with key providers and stakeholders in the delivery of services;
- i) Playing an ongoing support role to community groups, volunteers and partners;
- j) Delivering core programs focused on low-cost activities that promote community and individual health and wellness;
- k) Supporting or facilitating social activities and events that promote community interaction, vibrancy and cohesion;
- l) Advancing opportunities for arts, culture and heritage (supported by broader corporate initiatives);
- m) Developing effective and meaningful policies and procedures that enhance accountability and transparency; and
- n) Providing exceptional customer service.



In order to properly fulfill its role in service delivery, it is recommended that decision-making be aligned with the goals of this Master Plan, which are based on the Framework for Recreation in Canada (2015). The City can create alignment with this framework in several ways, such as: formally endorsing it at a Council level; referencing it within staff reports; using it to evaluate submissions to the partnership and grant programs; informing the annual budget process; embedding it within staff training and policy development; and more.

Actions

1. Align service delivery initiatives and decision-making with the **priority areas of this Recreation Master Plan**, which include: Active Living; Inclusion and Access; Connecting People and Nature; Supportive Environments; and Recreation Capacity.

5.2 Funding and Service Levels

Community expectations are changing, influenced by expanding service levels in nearby municipalities and new residents that formerly lived in larger urban centres. The City of Cornwall has responded to some of these needs through several recent initiatives and continues to work toward many others. To offset future costs, the City must consider the degree to which funding will be available from community contributions (e.g., taxes, capital reserves, user fees, etc.) in addition to external funding (e.g., grants, donations, etc.). As per the City's Community Partnership Program Policy, upgrades and facility creation or renewal should not be the sole responsibility of the City and it is important to explore cost sharing arrangements with local groups, private businesses and service clubs.

Understanding how Cornwall compares to other communities in relation to funding recreation and parks cultural services is helpful in establishing a broader context. The Province of Ontario, through Financial Information Returns⁹ submitted annually by municipalities, tracks and publishes data on municipal spending, revenue and resources. This data can be used to illustrate the level of financial support provided to recreation, parks and cultural assets and services amongst similar municipalities.

Prior to examining cost, revenue and staffing levels, it is important to consider general levels of service. At a high-level, these can be illustrated by the existence of major facilities and capital assets, as venues such as arenas and pools are substantial cost centres with more significant staffing obligations. Compared to benchmark municipalities, the City of Cornwall generally has fewer recreation, parks and cultural amenities per capita. As a result, Cornwall's per capita funding/staffing levels are lower than the benchmark group, as are overall municipal tax rates. Amongst the comparator group, the City of Cornwall has the second lowest per capita value of tangible capital assets (\$971 versus an average of \$1,536). In large part, this can be attributed to the City's recent modernization of major venues (e.g., Benson Centre); the City's proposed arts centre is not yet included in these figures.



⁹ Ontario Ministry of Municipal Affairs, Financial Information Returns, 2018. <https://efis.fma.csc.gov.on.ca/fir/Welcome.htm>. Accessed April 2019

Table 6: Tangible Recreation and parks Capital Assets — Comparator Municipalities

Municipality	Major Facilities	Net Book Value of Tangible Capital Assets (2018)	Capital Asset Value Per Capita
Belleville	Multi-use Recreation Complex (4 ice pads, indoor aquatic centre, gymnasium, etc.)	\$107.1 million	\$2,112
Brockville	Event Arena, Community Arena, Arts Centre	\$16.2 million	\$758
Kingston	Event Area, Quad Pad Arena, indoor pool, 3 community centres, gymnasiums, 2 fitness centres	\$222.2 million	\$1,793
North Bay	Event Arena, Twin Pad Arena, Community Arena	\$66.6 million	\$1,291
Peterborough	Event Arena, two Twin Pad Arenas, Community Arena, Multi-use Recreation Centre (indoor pools, fitness, etc.), Art Gallery	\$94.3 million	\$1,148
Group Average	--	\$101.3 million	\$1,536
Cornwall	Indoor Aquatic Centre, Multi-use Recreation Complex (3 ice pads, indoor turf/courts), Event Arena	\$44.4 million	\$971

Schedule 51, Financial Information Returns (2018)

Major Facilities sourced from municipal websites

Per Capita Values calculated using the 2018 municipal population estimates contained in Table 4

As shown in the following table, the City of Cornwall's average municipal tax amount (for all services) per residential household in 2018 was 27% lower than the comparator group (\$1,979 versus \$2,694). This suggests that the City values the efficient and effective delivery of services and that residents expect value for their tax dollars.

Table 7: Municipal Population and Tax Comparison — Comparator Municipalities

Municipality	Population (2018)	Households (2018)	Average Municipal Taxes Per Household* (2018)
Belleville	50,716	22,744	\$2,688
Brockville	21,346	10,820	\$2,350
Kingston	123,973	53,970	\$2,666
North Bay	51,553	22,614	\$2,684
Peterborough	82,094	36,066	\$2,850
Group Average	65,936	29,243	\$2,694
Cornwall	45,723	22,007	\$1,979

* lower-tier/residential only

Schedules 2 and 26, Financial Information Returns (2018)

The City of Cornwall's annual per capita spending on recreation, parks and cultural services and facilities is 6% lower than the comparator group (\$362 versus \$387), indicating that the City funds these services at a rate comparable to other municipalities.

Table 8: Annual Spending on Recreation, Parks and Cultural Services and Facilities

Comparison	Annual Expenses (2018)	Per Household	Per Capita
Group Average	\$25.5 million	\$872	\$387
Cornwall	\$16.5 million	\$752	\$362

Schedule 40, Financial Information Returns (2018)

The City of Cornwall's annual per capita revenue associated with recreation, parks and cultural services and facilities is 9% lower than the comparator group (\$75 versus \$82). This demonstrates the affordability of facility rentals and related services, as well as the mixed service delivery system that helps to keep costs down for user groups and residents.

Table 9: Annual Revenue (User Fees & Service Charges) Associated with Recreation, Parks and Cultural Services

Comparison	Annual Revenue (2018)	Per Household	Per Capita
Group Average	\$5.4 million	\$186	\$82
Cornwall	\$3.4 million	\$157	\$75

Schedule 12, Financial Information Returns (2018)

Across all comparator communities, expenses outpaced revenues, underscoring the subsidy that is afforded recreation, parks and cultural services. In 2018, the City of Cornwall recovered 21% of its expenses through revenues, the same as the average for the comparator group.

In terms of staffing levels, the City of Cornwall's annual per capita spending on personnel for recreation, parks and cultural services is 8% lower than the comparator group (\$146 versus \$159). The number of employees (full time equivalents, estimated) in Cornwall is very similar to the comparator municipalities.

Table 10: Salaries, Wages and Employee Benefits for Recreation, Parks and Cultural Facilities/Programs (subset of total expenses)

Comparison	Annual Staffing Expenses (2018)	Per Household	Per Capita
Group Average	\$10.5 million	\$358	\$159
Cornwall	\$6.7 million	\$303	\$146

Schedule 40, Financial Information Returns (2018)

Table 11: Employees for Recreation, Parks and Cultural Facilities/Programs

Comparison	Full Time	Part-Time	Seasonal	FTE (estimate)	Population per Employee
Group Average	60	129	23	89	740
Cornwall	47	89	1	62	735

Schedule 80, Financial Information Returns (2018)

These findings consistently demonstrate that the City's recreation, parks and cultural staffing, resourcing and spending levels are on par or slightly lower than the benchmark municipalities. While this translates into greater levels of affordability, it also limits the City's ability to address growing community expectations. For the City to substantially improve operational and capital aspects of its recreation, parks and cultural system and to provide an equitable level of service across the municipality— as recommended in this Master Plan— additional funding will be required.

Actions

2. Regularly undertake **internal reviews of existing services and emerging pressures**, with comparisons to similar municipalities. Report these results to the community to illustrate the value of services to taxpayers.

5.3 Programming

Access to affordable and high quality recreation, parks and cultural programs is an essential component of a healthy community. The goal of most municipal recreation departments is to introduce various programs that promote physical activity and sports, creative pursuits, and topics of general interest. This exposes residents to opportunities generally at an introductory level and encourages people to try new activities and reap the benefits of participation. A review of the City's Community Guide found that there is a broad range of opportunities for all age groups and abilities, but that there is room to add more offerings based on evolving community demand.

The City's Recreation Programming Division endeavours to provide a variety of programs that meet the social, recreational and cultural needs of the community, with a focus on affordable recreation opportunities that improve quality of life and health. The City's recreation programs span all ages and are focused on introductory-level experiences.



Examples of registered and drop-in recreation, leisure, and arts programs offered by the City include:

- Adult Badminton
- Adult Pickleball
- Adult Table Tennis
- Adult Tennis
- Dancing (Ballroom and Contemporary)
- Gentle Yoga
- Recreational Ice Skating
- Social Duplicate Bridge
- Spring 3 on 3 Hockey
- Sportball
- Stroller Babies Fitness
- Summer Playground Program
- Swimming Lessons, Public Swim, etc.
- Ultimate Indoor Frisbee
- Youth Art
- Youth Badminton
- Youth Tennis Lessons

Staff regularly review registration statistics, reassess programs with low registration, and add new programs and opportunities to respond to trends and community needs. The department needs to continue to be nimble to respond to emerging needs. Measuring participation rates year-to-year provides useful indicators locally and may identify gaps. The City is encouraged to work with other providers to understand participation figures and the degree to which the participation rate extends beyond City-delivered programs. Every effort should be taken to increase participation rates and enhance social and health outcomes.

The City strives to ensure that a variety of options are available throughout the entire year and seeks to leverage community resources by working in partnership with others. Some offerings require advance registration while others are drop-in, offering flexibility to participants. A lack of time is the number one barrier to participation for every age group, including older adults. Activities that are convenient, accessible, affordable, and relevant – such as the City's drop-in activities (e.g., pickleball, public swimming, walking groups, special events, etc.) – have proven to be well attended. The City's summer playground program is particularly successful, attracting nearly 500 children and accounting for over 6,000 visits in 2019.

Demand for drop-in opportunities is increasing in response to busy family schedules and a need for casual play when time allows. Across Ontario, exercise and fitness classes, sports such as pickleball (mainly for older adults, but not exclusively), and drop-in activity times for pre-school children and caregivers are on the rise. Existing drop-in activities must continue to be promoted and adapted to respond to current trends.

In addition, communities are increasingly animating their park spaces through programming and new forms of community engagement. Some examples include (but are not limited to) fitness in the park, food trucks (supported by Cornwall's Waterfront Plan), and cultural events such as music, concerts, and theatre. Viewing parks as "outdoor living rooms" helps to expand the scope of use and engages a broader range of residents and visitors, leading to experiential learning, participation, and community mobilization.



Residents of all ages from across the City have contributed their input to this Master Plan. Some requested specific programs are listed below. These suggestions will need to be tested further to better understand specific needs, space availability, and potential delivery and partnership options:

- more casual and drop-in activities, such as fitness and sports for teens, adults, and older adults;
- additional family and cultural programming (some of which will be addressed through the new arts centre);
- more indoor (year-round) activity-specific training and play opportunities (e.g., sports, dance, beginners hockey league, etc.);
- self-directed outdoor and “challenging” play opportunities;
- engaging activities for teens;
- family-friendly events, concerts, cultural events, and winter festivals
- more environmental stewardship opportunities / education (such as opportunities at Guindon Park); and
- additional social and learning activities (e.g., seniors’ mentorship and multi-generational programing, first aid training, etc.).

The decision to offer direct recreation programming is informed by the City’s available resources and the benefits to core markets and the community at large. The City may also be the preferred provider due to reasons of accessibility, affordability, safety, and/or mandate alignment. In other cases, such as summer camps, local organizations are best positioned to address needs. It is vital for the City to continue to evaluate the delivery of services on a regular basis and to consider new approaches that may improve the efficiency and cost effectiveness of existing services. In making decisions to support and promote specific activities, the City should also prioritize opportunities that align with the goals of this Master Plan and the Framework for Recreation in Canada, including those that:

- a) maintain or enhance the existing level of service;
- b) focus on children/youth, older adults/seniors and persons with disabilities (as supported by the previous Recreation Master Plan);
- c) are affordable and accessible;
- d) incorporate physical literacy into child and youth activities;
- e) support healthy living and healthy aging;
- f) strengthen community partnerships;
- g) support unstructured and self-scheduled activities;
- h) promote the use of appropriate parks and facilities for special events;
- i) optimize the use of municipal parks and facilities; and
- j) allow people to connect with nature and be good environmental stewards.



Youth

Staff indicate that local youth engagement in Cornwall is low. The benefits of positive youth activity and investing in leadership development are well known. The challenges of engaging youth in meaningful activities are also well documented. For example, many youth begin to opt out from organized sports once they reach their teens and become more interested in drop-in opportunities, but interest can vary based on peer influences. Transportation and cost are also major barriers to participation.

Ontario's Play Works Partnership for Active and Engaged Youth has researched, defined, and promoted a well-recognized quality assurance framework that articulates several criteria demonstrating community support for youth. Many municipalities have sought "youth friendly" designations through this program by working towards these criteria (listed below) and it is recommended that Cornwall collaborate with community organizations to seek develop a youth plan based on these objectives:

- Youth have options for play.
- Youth are formally connected community-wide.
- It is easy for youth to find information about activities in the community.
- The community recognizes and celebrates youth.
- The community supports positive youth development.
- The community formally commits funding for youth play.
- Youth feel valued by their community.
- Schools and school boards support the youth friendly application.
- Play is accessible to youth.
- Play is socially inclusive.

Older Adults

Given the growth forecasted for the City's older adult population, additional attention to the personal and social health and well-being of this age group will be required. The segmentation amongst this age group is considerable, from baby boomers to the elderly, all with varying interests, abilities, and resources. The newest generation of older adults are expected to remain active longer in life and to have greater financial resources at their disposal, both of which have implications on the delivery of recreation services, such as growing interest in drop-in activities, fitness programs, and value-added services. At the same time, there will continue to be many older adults that are interested in more traditional activities. Furthermore, as older adults age, many will acquire disabilities that will need to be accommodated, with City staff and volunteers receiving proper training.

The City's Senior Friendly Community Implementation Plan (2017) identifies several recommendations to assist the City in remaining a safe, affordable, accessible and enjoyable city for everyone. The following recommendations are particularly relevant to programming:

- Continue to offer recreational activities of interest to seniors at the Benson Centre, Civic Complex and Aquatic Centre, and continue to work with community partners to encourage no and low cost fitness opportunities for seniors in the City.
- Continue to expand public and fee-based athletic opportunities for seniors (e.g., pickleball).
- Encourage the plan for an Arts and Culture Centre in Cornwall. Investigate multigenerational programming and senior specific programming at this location once the facility is ready.

Families

There is growing demand for activities that can be enjoyed as a family, from special events to sports. A key theme of the 2019 Safety and Well-Being Plan (“Vibrant Communities”) prepared jointly by Stormont Dundas Glengarry, Cornwall and Akwesasne was to establish opportunities to connect and gather. Some recommended strategies pertaining to programming include:

- Encourage and create group activities, outdoor gathering and block parties that give people the opportunity to share a meal and socialize.
- Plan free or affordable outdoor activities for youth, families and adults like recreation programs, summer camps, etc.
- Work with municipalities to create bicycle friendly and walkable communities for all ages and abilities.

Actions
3. Continue to support a mixed program delivery model by undertaking recreation program planning in coordination with community partners and in response to local needs, with an emphasis on services that promote physical activity and social inclusion. In doing so, the City should expand drop-in programming for all ages, such as sports, fitness, and arts. Affordable registered programming opportunities for under-served groups should also be emphasized, including children/youth, older adults, persons with disabilities, and low-income households. 4. Work with other agencies to collectively measure the number of residents participating in recreation activities in Cornwall and establish goals and strategies to increase this percentage over time. 5. Promote awareness of the critical importance of outdoor play and local opportunities to enjoy the outdoors by integrating themes of healthy living and arts/culture/heritage into park designs, activities, and events. Support expanded park use and programming by local volunteers through community development activities, special event coordination, and challenging play opportunities. 6. Develop a Long-Range Youth Plan – guided by the Play Works Partnership initiative – to maximize youth participation and support youth in leading engaged and healthy lifestyles. 7. Utilize “older adult” (not “senior”) and “recreation” (not “leisure”) as the preferred terms in all City publications (e.g., Community Guide), communication and promotion materials, signage, job descriptions.

5.4 Access and Affordability

Inclusive and affordable access to parks, recreation, and sport services improves individual, social, and economic wellbeing. However, user fees (along with transportation) can be a significant barrier to participation for many residents – the Master Plan survey found substantial interest in affordable activities, especially for children and youth in East End. Reducing barriers to participation is a continual goal of service providers everywhere. Coordination and communication within and between municipal departments and community agencies is paramount in creating a supportive environment for inclusive and universal access.

The City strives to offer programs, parks, and facilities that can be used by all, but challenges still exist. To this end, the City has developed a Recreation Financial Accessibility Policy that supports low-income residents with affordable access to recreation services (including aquatics, sports and arts and culture programs). The program is based on an “ability to pay” framework and serves about 300 participants per year, providing up to \$200 off registration annually. Demand for financial assistance programs should be monitored and reported on annually, with pooled funding adjusted accordingly to ensure that participation barriers are mitigated. In addition, the City manages the Canadian Tire Jumpstart fund for Cornwall area community sport organizations and sponsorships with private businesses have also proven to be successful in offsetting program costs.

Program fees and rental rates for the City’s recreation and parks programs rarely recover their full costs. Recognizing the broader community benefits of participation, they are typically subsidized by general taxation and other funding sources, while still ensuring that a portion of direct costs are borne by users. The City’s User Fee Policy provides guidelines for recovering all or a fair portion of the maintenance and program cost of all leisure programs and services from users, taking into consideration the economic situation of the community. The rate structure is adjusted for inflationary factors and is sensitive to rates charged by other providers and surrounding municipalities. Rates may vary depending on the type of use/user, time of day, day of week, season, etc.

A good example of this is outdoor pools, which recovered approximately 5% of their costs through direct revenues in 2019. Many residents have expressed a need for affordable public swimming opportunities and activity-related fee assistance increased in 2019, suggesting an increase in demand. It is also notable that the City’s free swims are substantially better attended than paid swims (a ratio of more than 3 to 1). There is support to continue offering free swimming opportunities and further considering the costs and benefits of removing the fee for all public swimming hours (excluding swim lessons). In 2019, this amounted to approximately \$7,000 in revenue; although nominal, participation may increase if this fee is removed.

It is also recognized that most municipal parks and recreation departments are feeling pressure to enhance cost recovery levels. Stakeholder and public input suggest that most local activities are relatively affordable – 65% of survey respondents agreed that the City’s parks and recreation activities are affordable. While this suggests that there may be some opportunity to adjust municipal subsidies for some services, it will also be important to ensure affordability as the City expands its range of accessible and low-cost activities. The City last completed



a detailed review of rates and fees in 2015. To provide transparency and to guide future rate changes, the City should undertake a user fee review (supported by the City's 2017 Long Term Financial Plan) to identify true costs and establish recovery targets for its major facilities and programs. The review should give consideration to various categories of users (e.g., youth, adults, older adults, non-residents, commercial providers, etc.) and the desire to maintain affordable access to core programming.

In addition, persons with disabilities may also face challenges in access City parks, facilities and programs. The City strives to implement barrier-free park and facility designs and provide program assistance to residents with disabilities to the degree possible. With health trends indicating an aging population with decreased mobility and increased physical and mental illnesses, accessible spaces and affordable services for people of all ages and backgrounds are critical. Furthermore, extending these opportunities to other under-represented populations (e.g., Indigenous, LGBTQ, newcomers to Canada, etc.) will make them truly inclusive. To support this, additional policies, training, programs, and partnerships may be required.

Actions
8. Increase promotion and funding of the Recreation Financial Accessibility Policy in order to bolster universal access to physical activity and recreation opportunities. 9. Prepare a User Fee Study to establish a fair, equitable and transparent process for setting recreation and parks fees. This exercise should identify all direct and indirect costs and explore the use of cost recovery thresholds for various services and categories of users. The user fee policy should be reviewed every four years in collaboration with the Recreation Advisory Committee. 10. Continue to offer free swimming opportunities and consider the costs and benefits of removing the fee for all public swimming hours at outdoor pools.

5.5 Policies and Supports

Policies, Procedures and Guidelines

A range of policies, procedures, by-laws and guidelines are necessary to ensure effective, orderly and transparent delivery of services. As the scope of municipal services grows and new issues arise, the review and enhancement of existing policy tools (both internal and external) is required. The list is broad – from customer service to facility allocation, from fees and charges to parkland dedication, from health and safety to in-kind services and many more. While the City has many policies and standard operating procedures in place relative to recreation and parks, resources are required to monitor and respond to the changing operating and legislative environment. Specific policies requiring additional work include (but are not limited to):

- **Public Art Policy:** The City does not currently have one, but such a policy was recommended through the previous Master Plan. Public art is an important part of any community and can transform the way people see, think, and experience the city around them. In light of the evolving social justice and cultural heritage lens, the development of a public art policy that reflects local priorities is recommended.
- **Facility Allocation Policies:** The City has an ice allocation policy, but a more contemporary model that ensures fair and transparent access to priority groups should be developed. For example, some municipalities prioritize youth access during prime time and base allocation on registration levels, which allows for emerging groups (e.g., girls hockey) to receive fair access to facilities. A policy specific to the allocation of other facility spaces (e.g., fieldhouse, sports fields) may be required as community demand increases.

Further, as the City expands its programming over time, additional policies and practices may be required to ensure that customer service and quality standards are in place. There are several quality assurance programs available to recreation providers, such as HIGH FIVE, which ensures that children's programs are age-appropriate, meet safety and supervisory needs, are enjoyable, and offer some skill mastery; this program has recently been extended to older adult programming. Participation in this program should be considered.

The City has few formal processes and performance metrics in place for recreation and parks beyond the required provincial reporting. Considering the adage "what gets measured gets done", it is important that the City seek ways to capture the benefit of its services and programs and illustrate the value to residents and the local economy. Useful metrics may include level of investment, participation rates, event attendance, grants leveraged and user satisfaction. This approach will enable staff to easily compare performance year-over-year in relation to established targets.

Staffing and Governance

The Recreation and Facilities Division is committed to providing and enabling programs and services that are responsive to community needs and are delivered effectively. To make this work, the use of cross-divisional work teams, inter-department communication, and collaboration with agencies on various initiatives is required as part of the normal course of business. Some of the Division's support staff perform duties for multiple departments, which can lead to confusion around role clarity; additional coordination may be required amongst these departments to ensure alignment of duties and resourcing.

However, there are increasing workload pressures on many staff teams in the City due to rising resident expectations and the provision of a broader range of services. The overall staffing model for the Recreation and Facilities Division appears to be effective, although there is a reliance on students and part-time/contract employees for program delivery and there are increasing challenges in securing qualified instructors for some classes. With growing demand



for active living and fitness/wellness programs, the City should also consider hiring one or more programmers to deliver general programs; contracted services may be considered for specialized programs.

As time passes and the City expands its program and/or facility offerings, there will be a growing need to undertake a review of staffing gaps, responsibilities, efficiencies, and training requirements. A sustained and strategic approach to addressing the long-term staffing requirements of all departments involved in recreation and parks is required, including consideration of seasonality of work, succession planning, and staff training/retention. While a detailed staffing review is beyond the scope of this Master Plan, some areas experiencing – or soon to be experiencing – pressure include (but may not be limited to):

- program development and instruction (e.g., full-time Recreation and Sports Leader with a fitness focus, aquatics, outdoor programming);
- customer service (e.g., bookings, registration, etc.), communications and data/software management;
- specialized maintenance (e.g., trails, beautification, etc.); and
- maintenance of new/future parks and facilities.

In terms of governance, the City has several advisory committees that report directly to City Council. The Recreation Advisory Committee – which advises the City on matters of policy, special events, capital needs, special initiatives, as well as acting as a direct conduit to community organizations – is currently on hiatus. The reinstatement of this Committee should be considered to assist in implementing this Master Plan.

Communications

Knowledge and awareness were cited by survey respondents as barriers to participation in recreation activities in Cornwall – less than one-half felt that they are well informed about events and activities. This may partially be a result of materials no longer being permitted to be distributed directly through schools. The City's marketing effectiveness should be improved as more residents learn about the new Community Guide, which superseded an intermittently published Leisure Guide and provides information on programs, parks, facilities and events. In addition, the City's new recreation management software – which will allow for online facility rentals and registrations – may help to leverage customer intelligence that can be used for targeted marketing. Digital roadside signs have also proven to be very effective, including the sign at the Benson Centre. These initiatives are supported by existing mediums, such as online media (e.g., websites, social media), traditional media (e.g., newspapers), and signage at parks and facilities.

Continued efforts using both new and old tactics are needed to share information and enhance community engagement. Opportunities may be realized through a future tourism (including sport tourism) marketing/promotion plan that was supported by the 2019 Waterfront Plan. Regular surveying of recreation program participants is also recommended to provide insight into needs and marketing possibilities. The key for the City will be ensuring that messaging is consistent, accurate and in formats that are accessible to as many

residents as possible. This includes sustained messaging around the benefits of participation and healthy lifestyles.

Input from stakeholders found a desire for local groups to be consulted on issues affecting them, as well as greater sharing of information. An open line of communication with community groups is necessary to ensure that issues, ideas, concerns, suggestions, needs, etc. are voiced and addressed. To this end, it is recommended that the City host regular meetings with community organizations and the public to collectively discuss issues and opportunities related to service delivery, community needs, marketing and promotion, and overall communication. Public and stakeholder engagement should also be a mandatory requirement for all major capital projects and policy decisions impacting the community and user groups.

Actions
11. Undertake regular reviews of municipal recreation and parks policies and guidelines to ensure that they are up-to-date, accurate and appropriate. Steps should be taken to address gaps in policies and procedures, where applicable. 12. Develop a Public Art Policy that reflects community priorities and considers evolving social justice and cultural heritage matters. 13. Review and expand the Ice Allocation Policy to other facility types, while ensuring that fair and transparent access to facilities is afforded to all priority groups. 14. Collect registration data annually from all organizations that use City parks and facilities. Monitor utilization to assist in tracking trends, changing demands and allocation. 15. Identify key performance indicators and targets that illustrate the value of recreation and parks services. This includes (but is not limited to) participation data and satisfaction levels for activities offered by the City and community. 16. Develop a five-year outlook for recreation and parks staffing and operations levels, with consideration to existing and emerging pressures (e.g., recreation programming, etc.), seasonal work, contract/part-time/full-time positions, shared duties, inter-departmental coordination, etc. 17. Develop a staff training plan for all service areas involved in recreation, parks and culture, supported by an annual budget allocation. 18. Reinstitute the Recreation Advisory Committee (expanded to include “Parks”) to assist in implementing this plan and advising on other matters within their mandate. 19. Continue to utilize and enhance a variety of communication tools to promote and gather feedback on recreation and parks services and initiatives. Tools and strategies should reflect the continued development of new technologies, including social media, and explore new means to reach younger demographics.

Actions
20. Host regular workshops and information sessions (annually at minimum) with a broad range of organizations and service providers to enhance community awareness and discuss topics of interest. 21. Leverage the City's recently upgraded recreation management software to improve customer service, customer intelligence, marketing, trend tracking, and performance indicators.

5.6 Partnerships and Working Together

Community Partnerships

Partnerships play an important role in the provision of recreation and parks facilities and services within Cornwall as they can often lead to enhanced service without added operational costs. The City has established a wide range of formal and informal relationships with organizations serving the youth, senior, sport, health, education, environmental, and service club sectors, to name a few. Recent examples include initiatives undertaken jointly with the Cornwall BMX and Rowing Clubs, as well as the volunteer-run outdoor rink program and various local events (e.g., Waterfest, triathlons, etc.). This approach is imperative in a climate of increasing costs and declining resources. The ability to work together around shared goals can produce outstanding results and deliver value to taxpayers.

Through its policies and programs, the City shows a clear commitment to working with community partners. For example, a Community Partnership Program Policy governs capital partnerships (\$100,000 or greater) between community groups and the City, while a Municipal Grants Program Policy ensures that funds are allocated in a fair and transparent manner to community-based organizations; for this initiative, support is provided each year from the City's operating budget to qualifying organizations through an annual application process. Building the capacity of volunteers and local service providers helps to support sustainable programs and reduce municipal resources over time. Other examples of facilitating community development locally may include:

- continuing to support organizing committees in the provision of special events;
- helping groups to generate awareness of their services through marketing/promotion efforts (e.g., Community Guide);
- assisting groups with volunteer recruitment, training, recognition and succession planning; and
- facilitating partnership arrangements to provide programs and access to facilities.



The most successful partnerships are derived from common objectives (e.g., environmental conservation, community improvement, physical activity, etc.), maximizing the strengths of each party, and mitigating risks (e.g., costs, liability, etc.). There are a number of criteria that must be considered prior to establishing a relationship with a third party wishing to introduce a new level of service with municipal assistance. To adequately prepare to effectively manage partnership opportunities, it is recommended that the City develop a standardized partnership framework to establish a decision-making process for collaborations involving recreation services, including unsolicited proposals involving non-core services (which should be informed by a proponent-led business plan).

Volunteer Support

Volunteers are the backbone of the recreation system as they deliver many sports programs and assist with other vital services such as the outdoor ice rink program and special events. However, increasing regulation and administrative requirements are taxing many groups; nationwide research suggests that volunteer involvement has stagnated. The COVID-19 pandemic has exacerbated this and put many volunteer-run organizations at risk of folding. In cases where volunteer involvement wanes, residents will look to the City to assume many of these responsibilities, leading to increased costs and difficult decisions.

There continues to be a growing need for community volunteer support and management resources (e.g., recruitment, screening, training, recognition, etc.) from the City and its partners. Some options to be considered include the expansion of inter-generational volunteering opportunities (e.g., youth and seniors), as well as creating connections between mandatory high school community service requirements and City/community volunteer needs. Opportunities should also be evaluated to establish a formal volunteer recognition program for residents that go above and beyond to support community recreation.

Actions
22. Where appropriate, consider partnerships and sponsorship opportunities to reduce reliance on tax dollars in providing quality recreation and parks services in Cornwall.
23. Require proponents of unsolicited proposals for non-core services to prepare business plans for the City's consideration. Use a standard set of criteria to evaluate municipal participation in proposals from outside interests.
24. Continue to engage adjacent municipalities and public sector agencies (e.g., health unit, public library, school boards, post-secondary institutions, etc.) on initiatives that improve access to recreation services for Cornwall and area residents.
25. Create a volunteer recognition and awards program to celebrate outstanding achievements and contributions to recreation and parks services in Cornwall.

6. Facilities

Recreation facilities and outdoor amenities play an important role in the daily life of Cornwall residents. The City invests in recreation infrastructure to promote physical activity, healthy lifestyles, skill development, athletic competition, community building, and economic growth. This section reviews the City's provision of recreation facilities through a qualitative and quantitative needs assessment focussed on the next ten years.

6.1 Indoor Recreation and Culture Facilities

The following table and map provide a summary of existing indoor facilities that are owned and / or maintained by the City of Cornwall.

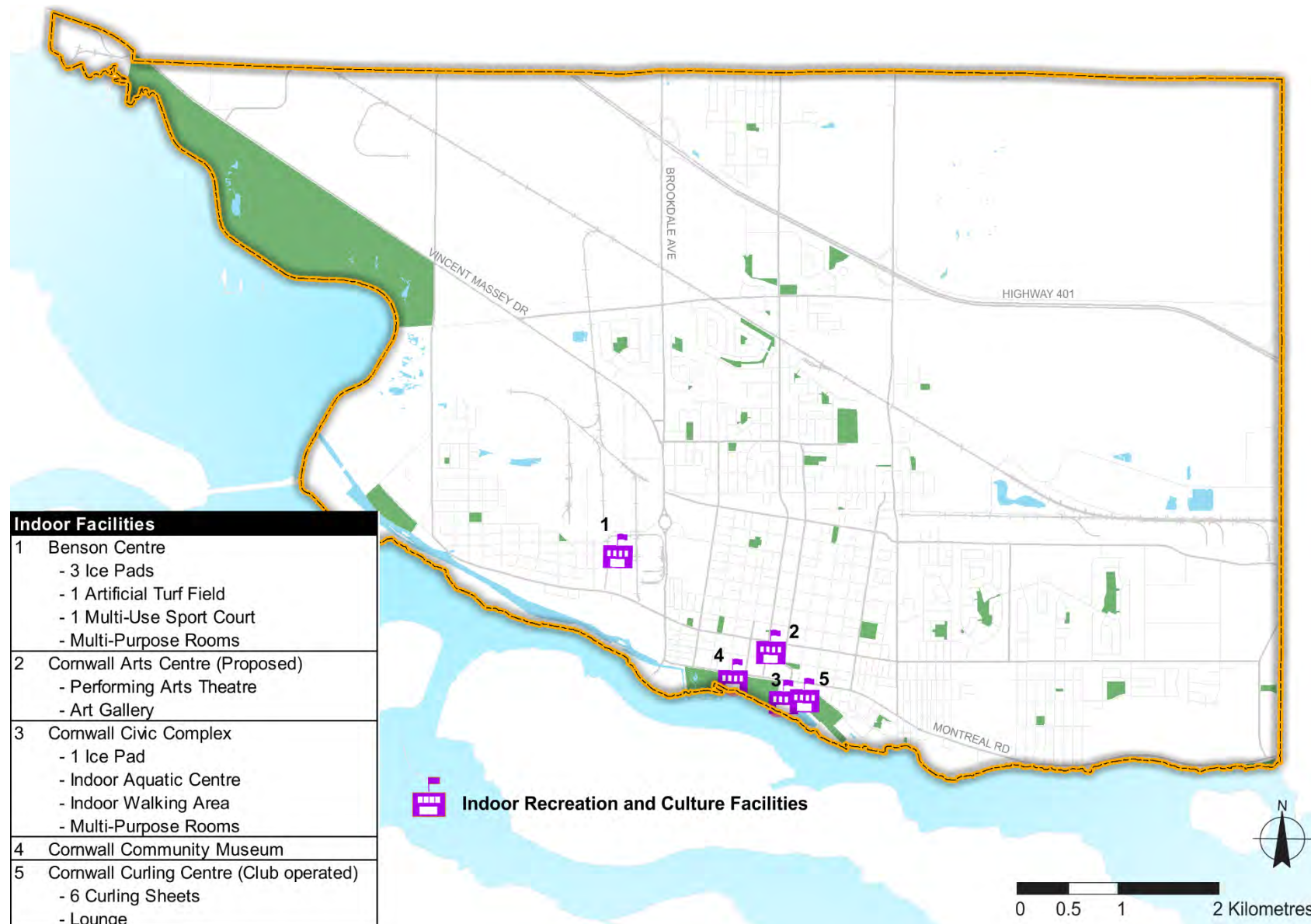
Table 12 City of Cornwall Indoor Recreation and Culture Facility Inventory (2020)

Indoor Facilities	Supply	Location(s)	Current Provision
Indoor Pools	1	Cornwall Aquatic Centre	1 : 48,600
Arenas (Ice Pads)	4	Cornwall Civic Complex (1) and Benson Centre (3)	1 : 12,150
Indoor Turf Fields	1	Benson Centre (1 field divisible into 3 smaller fields)	1 : 48,600
Indoor Courts	1	Benson Centre	1 : 48,600
Indoor Walking Tracks	2	Cornwall Civic Complex and Benson Centre	1 : 24,300
Halls and Multi-Purpose Rooms	13	Cornwall Civic Complex (7 rooms, including banquet hall) and Benson Centre (6 rooms)	1 : 3,750
Curling Sheets	6	Cornwall Curling Centre (operated by an independent board)	1 : 8,100
Arts Centres	0	Under development (Pitt Street)	n/a
Museums	1	Cornwall Community Museum	1 : 48,600

Current provision based on population estimate of 48,600 persons



Figure 19: Distribution of Major Municipal Indoor Recreation and Culture Facilities



In addition to these municipal facilities, residents also benefit from a number of facilities owned and/or managed by others (note: some may not be broadly accessible to be public), such as:

- **Schools:** most elementary and secondary schools include gymnasiums and classrooms;
- **Post-Secondary Institutions:** Aultsville Theatre at St. Lawrence College (Cornwall campus);
- **Non-profit providers:** NAV CENTRE, including a banquet hall, fitness centre, 25-metre indoor lap pool (currently closed); churches and places of worship; service clubs; and more;
- **Private Providers:** examples include fitness, dance, martial arts centres, etc.; and
- **Adjacent municipalities / communities:** arenas and halls are provided in adjacent Townships of South Dundas, South Stormont, and South Glengarry.

The facility needs assessments contained in the following sections use a mixed-methods approach to ensure site-specific analysis and unique needs are considered. The assessment methodology included:

- environmental scan of facilities in the city (both municipal and non-municipal);
- review of current provision rates and spatial analysis;
- site visits and review of municipal condition audits (where applicable);
- usage and participation analysis (where applicable);
- review of existing studies and previous directions; and
- consideration of public, stakeholder and staff input.

6.1.1 Indoor Pools

Supply and Current State

The City's Cornwall Aquatic Centre is attached to the Cornwall Civic Complex. The facility contains the Kinsmen Pool, an indoor six-lane 25-metre pool tank, two-story waterslide, toddler leisure pool, and whirlpool that was built in 2005. The pool serves not only Cornwall residents, but as the only public indoor pool in the region, it draws regular users from the United Counties as well as swimmers from Quebec and New York State on occasion. Both South Glengarry and South Stormont Townships contributed towards the facility's construction.

During a typical week, the Cornwall Aquatic Centre exhibits strong usage. Outside of late evenings (after 8 or 9 pm) and early weekend mornings (prior to 7 am), programs and rentals fill the schedule. Usage fluctuates from year to year, depending on programming and demand. In 2019, the City reported over 90,000 bather visits at the Cornwall Aquatic Centre, a 15% decline from 2015. Over one-half (55%) participated in Cornwall's public swim programs, although interest has been stable to declining in recent years. Swim lessons – a major revenue source for municipal pools – has largely plateaued, peaking in 2017. Demand from the swim club has also declined (the club had 60 members in 2019/20) although club participation can be cyclical. The City's Underwater Hockey program is the only program area that has been growing, doubling in participants over the past five years.

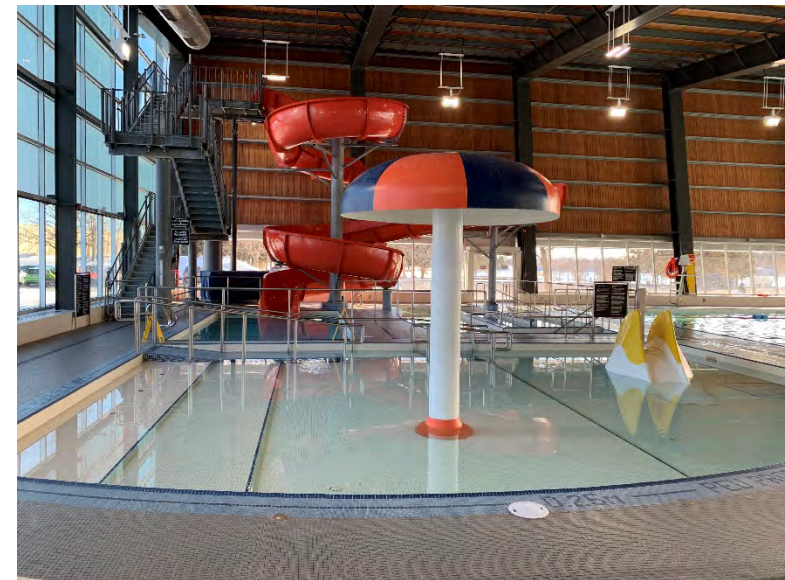


Table 13: Cornwall Aquatic Centre, Bather Trends, 2015 to 2019

Program Area	2015	2016	2017	2018*	2019	Change	
Total Bathers	106,497	92,740	100,354	87,824	90,146	-16,351	-15%
Aqua Fitness	7,830	7,080	7,093	5,952	6,115	-1,715	-22%
Public Swim	56,852	50,056	53,954	48,452	49,496	-7,356	-13%
Swim Lessons	22,173	19,602	22,472	15,534	19,174	-2,999	-14%
Swim Club	11,915	9,432	9,599	7,459	7,710	-4,205	-35%
Underwater Hockey	811	922	760	1,293	1,617	806	99%
Rentals	6,916	5,648	6,476	9,134	6,034	-882	-13%

* Labour action affected participation in 2018

Note: Public swim includes open swims including Early Bird, Rehab, Adult, Fitness, Leisure and Preschool Swims. Swim lessons includes all Advanced, Learn to Swim and Adult Lessons.

Source: City of Cornwall

Needs and Provision Strategies

The Cornwall Aquatic Centre is a well used facility that generates good levels of satisfaction within the community, although there is room to accommodate additional demand. While some users would prefer a large 50-metre pool, there is insufficient need to support this request or that of an additional pool. Unless the number of young children in Cornwall grows, it will be difficult for the City to attract substantially more registrants to its swim lessons, which represents a core service for the municipality.

Moving forward, the City should continue to focus its efforts on increasing usage at the Aquatic Centre through facility enhancements and efficient operations that support appropriate program and rental rates. For example, many new aquatic facilities are moving away from gender-specific change rooms to universal, gender-neutral change rooms with change stalls. The City is considering this option, along with the addition of a multi-purpose room to support cross-programming, birthday parties, dryland training, and more.

Actions
26. Continue to support initiatives that maintain the Cornwall Aquatic Centre as the premier indoor aquatic facility in the region. Possible capital improvements include the addition of a multi-purpose room and change room upgrades.

6.1.2 Arenas (Ice Pads)

Supply and Current State

The City offers four indoor ice pads at two locations:

- Built in 2011, the Benson Centre is Cornwall's newest recreation facility and offering three NHL-sized rinks, in addition to a fieldhouse and indoor tennis court. All ice pads are regulation size and the City keep ice in one rink throughout the summer.
- The Cornwall Civic Complex contains the Ed Lumley Arena, which is the City's primary event venue. This rink has seating for 4800 to 5800 people and can accommodate a variety of activities from ice sports to conventions and entertainment events. The Complex was built in 1976 and is also home to the Cornwall Sports Hall of Fame.

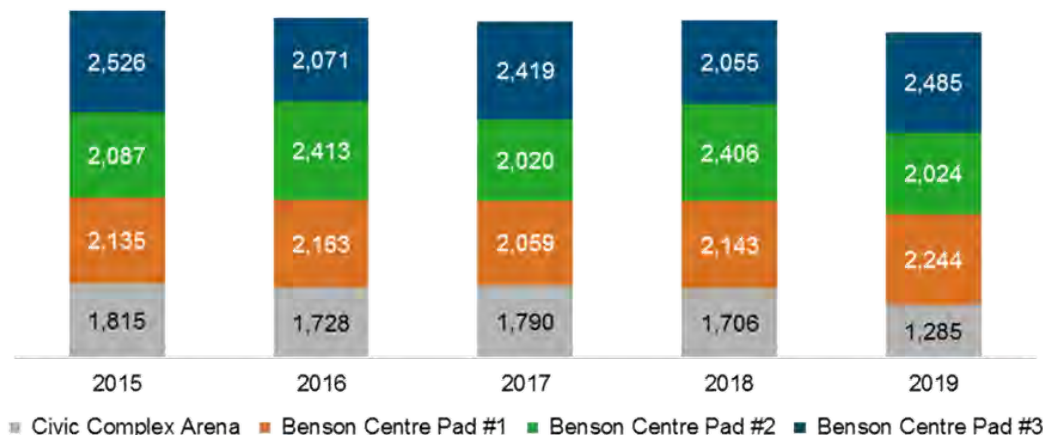
The City's arenas are heavily utilized during the fall, winter and spring for hockey, figure skating and recreational skating. During the summer, they also accommodate lacrosse and ball hockey, in addition to a more limited range of ice sports. There are seven arenas within adjacent communities and, although rental rates at these facilities are generally lower, they focus on local markets and do not offer the same level of service as Cornwall's newer arenas. As the AA Centre for regional sports groups, Cornwall's rinks support significant demands for skill development and competitive sports.

With an average of approximately 2,000 rented hours per ice pad, Cornwall's arenas are well used, although a high level review of the City's weekly arena schedules reveals that there is some capacity to accommodate additional usage, particularly for those groups willing to use shoulder and non-prime hours. Ice rentals are strongest during weekday prime time hours (between 5pm and 10:30pm). Open ice time is generally available during the weekends, weekday mornings, and late nights (after 10:30pm).

Over the past few years, City-wide ice usage has been mostly steady. The following figure illustrates rental hours by rink for the past five years. Although it appears that usage was lower in 2019, this does not reflect the 6-week period that the Civic Complex Arena was unavailable due to a rental contract with Cirque du Soleil; some usage was shifted to the Benson Centre. Usage was highest in 2015 and declined by 3% to 2018.



Figure 20: Total Hours Rented by Ice Pad, 2015 - 2019



Source: City of Cornwall

Note: The Civic Complex Arena was unavailable for ice rentals for 6-weeks in September and October 2019.

To examine local trends, participation data was requested from major user groups through the master plan consultation process. The data shows increasing participation in girls' hockey, as well as minor lacrosse (summer). Registration levels in boys' minor hockey – the largest user of Cornwall rinks – were not reported.

Table 14: Registration Levels, Local Arena Organizations

Group	2017	2018	2019
Cornwall Minor Hockey Association	Did not report		
Cornwall Girls Hockey Association	351	374	390
Skate Cornwall	110	110	100
Cornwall Adult Hockey Academy & Beginners	68	65	55
Cornwall Women's Ball Hockey League (summer)	128	128	128
Cornwall Minor Lacrosse Association (summer)	160	180	200

Source: Community Organizations, 2020

Broader trends in sport participation across Ontario suggest that minor hockey registration has been in decline, but buoyed by growing demand for girls' hockey. Even in communities that are experiencing declining participant numbers, growing interest in skill development programs and a desire for more practice time has helped to maintain demand for ice rentals. As is the case in Cornwall and most urban municipalities, prime time hours (especially weekdays) are fully subscribed. Allocation policies and daytime programs can be effective tools to

ensuring that arenas are utilized appropriately and to greatest degree possible. The previous section of this Master Plan included a recommendation to review the City's Ice Allocation Policy to ensure that fair and transparent access is afforded to all priority groups, including girls' hockey.

Needs and Provision Strategies

The City's arena inventory consists of a modern multi-pad arena and a signature venue for large spectator events. When the decision was made to build the Benson Centre, it was designed to meet long-term needs and it continues to serve this role. Without a primary tenant (such as junior or professional team), the Civic Complex Arena can support additional usage. On the whole, local usage and registration levels are largely steady, suggesting that there is no latent demand for ice. Further, as the City's population grows, it will also age, which is unlikely to generate substantial demand for additional ice time.

There is no compelling case to expand the arena inventory at this time, nor is there an obvious strategy for doing so. Arenas are best provided as multi-pad facilities to take advantage of economies of scale and – if the City were to add a fifth ice pad – it would need to do so by expanding an existing facility, or replacing the Civic Complex with a twin pad arena; neither of which are likely options at this stage. It is recommended that the City monitor ice registration and rental levels, as well as arena supplies in surrounding municipalities. Arena needs may be examined more closely during the next Master Plan review in ten years' time.

Actions
27. Continue to monitor ice registration and rental levels, as well as arena supplies in surrounding municipalities in order to inform a more detailed review of arena needs and provision strategies during the next Master Plan review.

6.1.3 Indoor Turf Fields

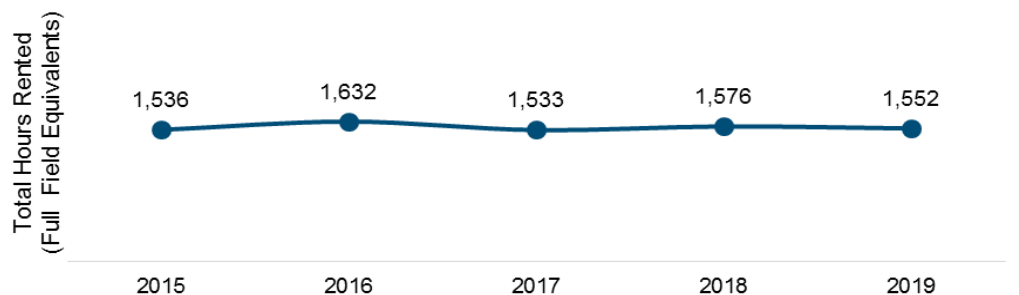
Supply and Current State

The indoor turf field at the Benson Centre is available year-round for field sports (e.g., soccer, football, lacrosse, ultimate frisbee, etc.) as well as City drop-in and registered programs (e.g., walking, sportball, Nerf wars, fitness classes, open field time, etc.). The field measures 100 by 200 feet and is primarily programmed as one large single field, although it can also be booked as smaller fields for simultaneous programs.

The most frequent renter is the Cornwall Indoor Soccer League, which has been capped at 1,000 participants (youth and adult). Like the ice arenas, the space is well used during weekday prime times, but demand is lower throughout the daytime and on weekends; the City has developed several programs to generate participation during these times. Utilization is also lower during the summer months as most users have a preference for playing outdoors.

Rentals of the field have relatively steady over the past five years (Figure 21). The City reported 1,552 hours of full-field equivalent rentals in 2019, which is a marginal increase of 1% from 2015 (1,536 hours). Full-field rentals make up nearly four-fifths of all rented time.

Figure 21: Total Hours Rented at Benson Centre Indoor Turf Field, Full-Field Equivalents, 2015 - 2019

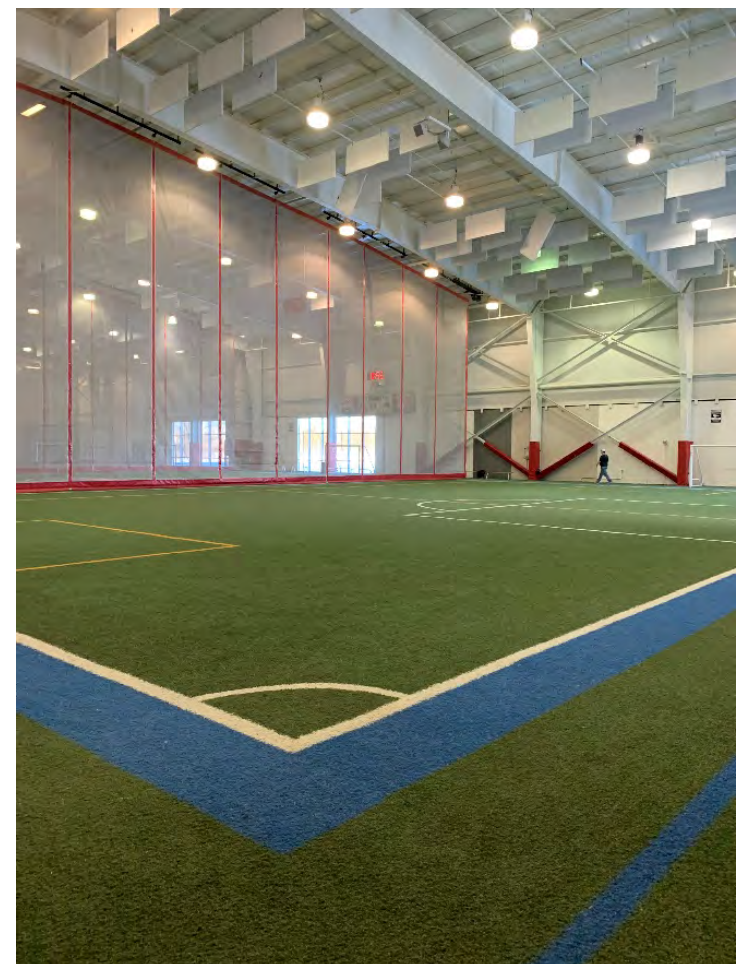


Source: City of Cornwall

Needs and Provision Strategies

The consultation program yielded several requests for additional rental time at the fieldhouse, particularly for field sports offered by community organizations, some of which have wait lists as registration has been capped. While there is insufficient demand for an additional fieldhouse, it was recommended in the previous section that the City review its allocation practices to determine if the current schedule and priority groups are effective, efficient, fair and transparent. This – along with the possible development of an outdoor turf field that would be available earlier in the spring and later in the fall – may help to address unmet demands and nurture the growth of priority programs.

No recommended actions.



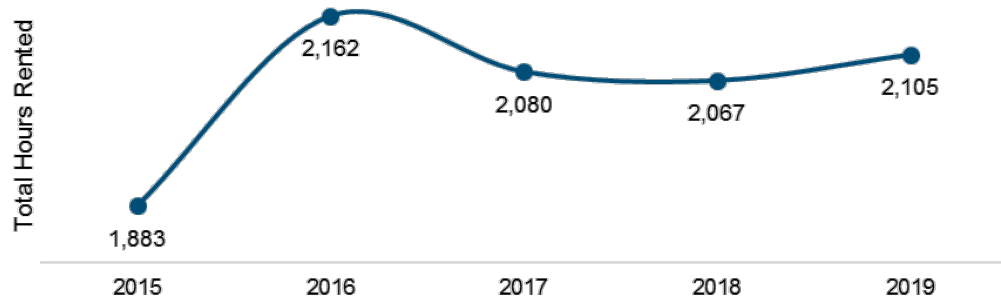
6.1.4 Indoor Courts

Supply and Current State

The Benson Centre contains an indoor sports court that is available for tennis (1), badminton (4), and pickleball (4) throughout the year. This is a unique feature that is not commonly provided by the municipal sector, but has proven to be well utilized as a private tennis facility closed several years ago. Pickleball also played indoors and at local churches.

Usage of the court space has risen in recent years due to growing interest in pickleball. Figure 22 illustrates this trend, with rentals increasing by 12% from 2015 (to 2,105 hours in 2019). The City also provides a number of programs (drop-in and registered) that use hours over and above those shown on the graph

Figure 22: Total Hours Rented at Benson Centre Indoor Sports Court, 2015 - 2019

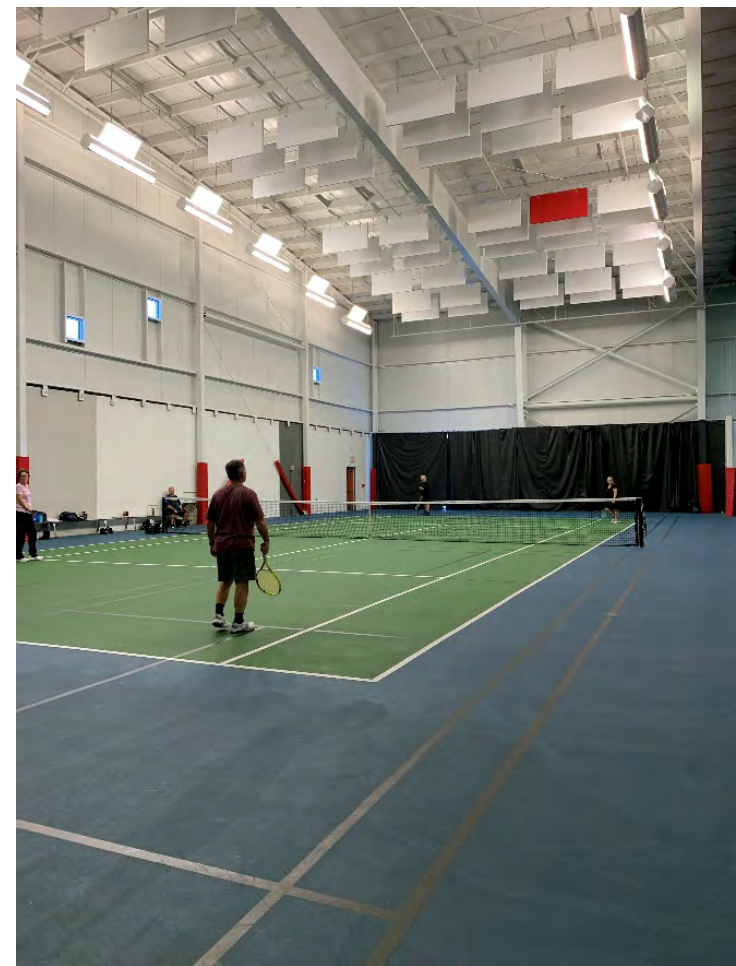


Source: City of Cornwall

Needs and Provision Strategies

There is sufficient support to maintain this space at the Benson Centre, but the addition of extra courts is not recommended at this time. It is further noted that the City charges a flat rate for rental of the space regardless of the number of users. As each racquet sport has different court dimensions and number of simultaneous participants, the per player rate for tennis is more than that of pickleball, which was a concern raised by some respondents to the community survey. The City's approach is consistent with its overall facility rental model and remains appropriate.

No recommended actions.



6.1.5 Gymnasiums

Supply and Current State

The City does not currently provide any gymnasiums, but did provide one at the former Kinsmen Centre. Schools are the primary provider of gymnasiums in the municipality, with rentals offered at the discretion of the school board and/or school principals; the City has facilitated access to or made use of school gymnasiums in the past for occasional programs. Community access to school gymnasiums is often available, but school use takes priority and rental rates are typically higher on weekends due largely to janitorial costs. Many groups relying on school gymnasiums report inconsistent access from week to week and year to year and are seeking consistent and reliable access to space. During the pandemic, community access to schools has been completely eliminated.

Needs and Provision Strategies

Promoting higher levels of physical activity is one of the key objectives established for the City, as is facilitating broad-based recreational activities and community events for all age groups. Many active healthy living activities require properly designed multi-use spaces (e.g., with suitable flooring, adequate ceiling height, storage, etc.) and the lack of a municipal gymnasium has been identified as a long-standing gap in Cornwall.

Gymnasiums accommodate a wide variety of indoor sports (e.g., pickleball, basketball, volleyball, fitness classes, baseball training, large group events, and activities for all ages) and several community organizations are seeking greater access to this amenity type. Additional space for active pursuits would also be highly beneficial to expanding the City's recreational programming and was recommended in the 2009 Recreation Master Plan. 62% of respondents to the community survey supported additional investment in gymnasiums.

The City has considered the provision of a gymnasium in the past through proposals to expand the Civic Complex and the Benson Centre. The Civic Complex proposal progressed to the design and tendering stage, but the project was cancelled when tender pricing exceeded budget. The more recent Benson Centre proposal was supported by staff and the community, but funding has not yet been allocated. The proposal included the addition of a NCAA regulation-sized basketball court, two squash courts, four change rooms, and a mezzanine to the west side of the Benson Centre, adjacent to the indoor tennis court.

The provision of a municipal gymnasium continues to be a justified need in the community and should be pursued over the next ten years. The Benson Centre is the preferred location for a gymnasium as it would solidify this facility as a multi-sport

Figure 23: Proposed Benson Centre Gymnasium Expansion (source: City of Cornwall)



destination, complement existing spaces, and offer operational synergies (excluding annual debt charges, the City estimates that there would be little impact on the overall operating budget). A gymnasium would also free up time in multi-purpose rooms to expand programs and rentals more suitable for those spaces.

Actions
28. Add a gymnasium to the Benson Centre to accommodate additional court sports, activities and events, as supported by previous planning studies.

6.1.6 Indoor Walking Tracks

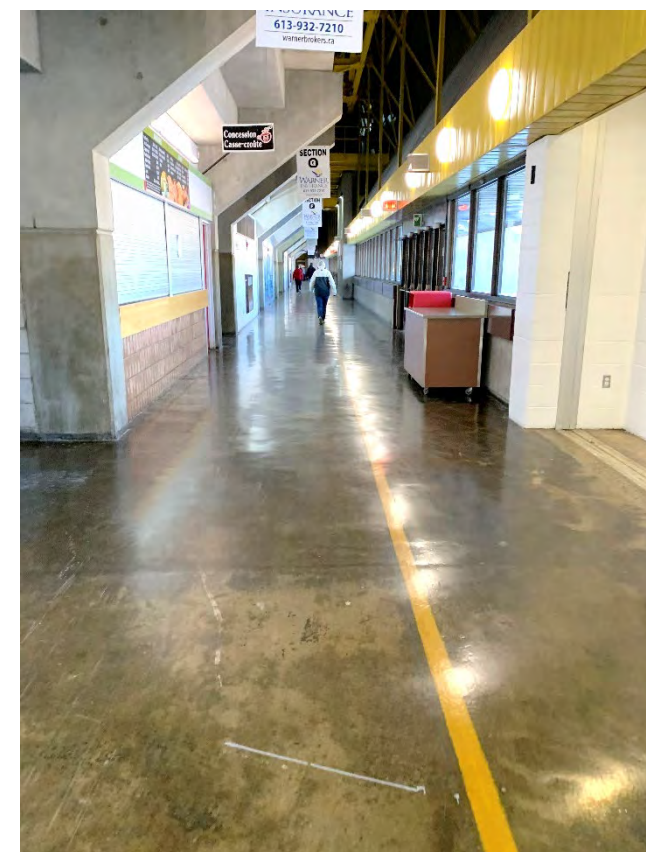
Supply and Current State

An indoor walking track is available at the Cornwall Civic Complex. The fieldhouse perimeter and corridors at the Benson Centre are also used for indoor walking during designated times. These spaces are particularly well used by older adults during the mornings (fall, winter, spring), as well as others seeking light to moderate physical activity. The City does not charge a fee for use of these spaces, but does designate times to avoid conflicts with other scheduled events.

Needs and Provision Strategies

Walking tracks are becoming a common level of service in multi-use recreation facilities as they provide low cost, affordable access to unstructured, drop-in recreation for priority age groups. The community survey found that 65% of households participated in walking or hiking activities for leisure (indoor or outdoor) within the past 12 months. The City is encouraged to continue to support walking and physical activity opportunities through its indoor and outdoor infrastructure.

No recommended actions.



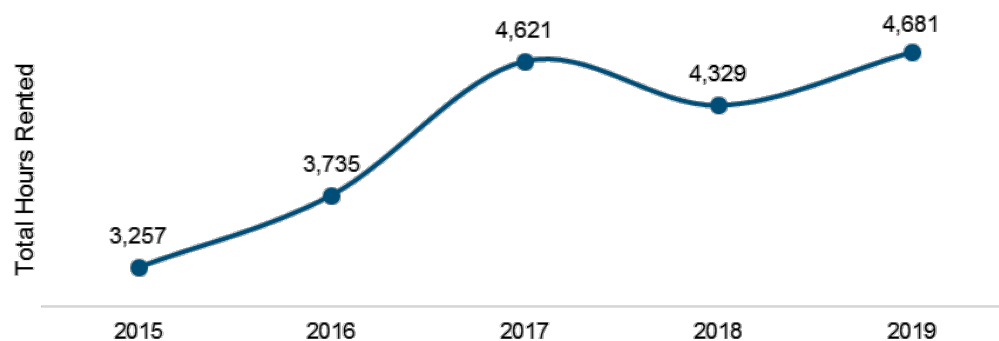
6.1.7 Halls and Multi-Purpose Space

Supply and Current State

The City provides a total of 13 multi-purpose rooms for activities and meetings, including 6 rooms at the Benson Centre and 7 rooms at the Civic Complex (including the banquet hall). The Civic Complex serves as a convention centre for events large and small, while the Benson Centre rooms are used more frequently for recreational and fitness programming and support for tournaments and community events. In addition to rentals, the City provides a broad range of registration-based recreation programs out of the multi-purpose rooms such as dance, cards, fitness, yoga, and arts and crafts.

Over the past five years, the use of Cornwall's halls and multi-purpose spaces have been increasing (Figure 24). At the Benson Centre, the City reported a total of 4,681 rented hours (programs and community use) in 2019, which was an increase of 44% compared to 2015 (3,257 hours). The Automotive Room at the Benson Centre was the most used multi-purpose space in 2019 with 1,677 hours booked.

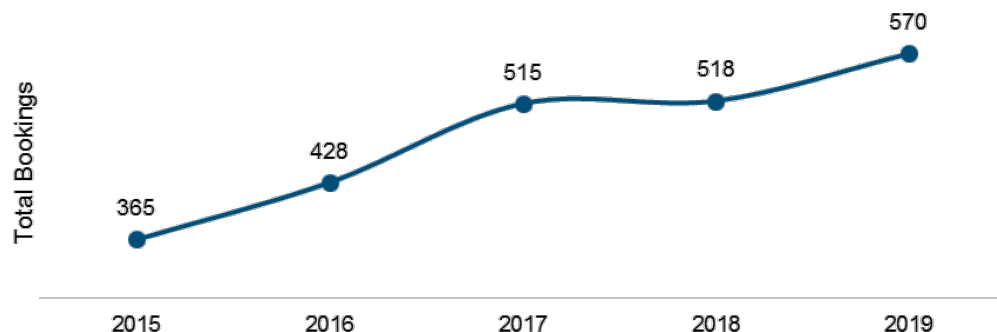
Figure 24: Total Hours Rented at Halls and Multi-Purpose Spaces at the Benson Centre, 2015 - 2019



Source: City of Cornwall

The City tracks use of the halls and multi-purpose spaces at the Cornwall Civic Complex a little differently – instead of hours, it is recorded based on the number of bookings (Figure 25). Usage at this location has also been trending upwards over the past five years. The City reported a total of 570 bookings in 2019, which was an increase of 56% from 2015 (365 bookings). The VIP Concourse was used the most in 2019 with 210 bookings.

Figure 25: Total Number of Hall and Multi-Purpose Space Bookings at the Cornwall Civic Complex, 2015 - 2019



Source: City of Cornwall

Needs and Provision Strategies

Meeting and activity rooms are necessary amenities within any modern multi-use community facility as they provide affordable rental opportunities, cross-programming and support functions that take advantage of economies of scale associated with facility operations. These spaces typically have simple designs and a variety of sizes to accommodate a wide range of uses.

A review of Cornwall's multi-use room schedules suggests that there is additional capacity to accommodate greater usage. As the City expands its programs and demand grows for activities and rentals, these spaces are well positioned to respond to these emerging needs, particularly if they are complemented by the provision of a municipal gymnasium. Updated features and finishes may be required at the Civic Complex to provide a more modern experience for hall rentals, such as weddings and banquets. In addition, the addition of a multi-purpose room to the Aquatic Centre is recommended to support cross-programming, birthday parties, dryland training, etc.

Actions

29. Maintain and update as necessary the **halls and multi-use spaces** at the Civic Centre and Benson Centre to support municipal programming, community rentals, and special events.

6.1.8 Art and Culture Facilities

Supply and Current State

Notable cultural facilities in Cornwall include:

- Cornwall Community Museum – Located in Lamoureux Park, this building features archival materials and displays of furniture, textiles and household items ranging from different periods in time. It is located inside a restored Loyalist home built by William Wood in 1840.
- Aultsville Theatre – Located on the St. Lawrence College Cornwall campus, the theatre is owned by the College but managed by a non-profit organization. The City provides annual financial support.

There is currently no dedicated arts and cultural facility in Cornwall, though planning for one has been underway for several years. A Cultural Plan in 2010 examined the need for a regional arts centre servicing arts and cultural development in Cornwall and the United Counties. The City prepared a feasibility study in 2016 to crystallize the vision for the project, including the inclusion of a black box theatre, gallery spaces, cafe, shop, support spaces and services. In 2018 the City undertook a “fit study” to confirm project viability and subsequently purchased a former bank building at 159 Pitt Street, with the intention of renovating and adding into the space for an Arts and Culture Centre. This site serves as an ideal location for a centralized arts centre and an opportunity to inject further culture, economic activity, and development into the Central Business District. In an effort to fast-track the project, work is currently being completed on detailed facility design, with construction anticipated to follow. The project is estimated to cost \$6 million; an application for senior level funding for the Arts and Culture Centre was submitted in 2019.

Needs and Provision Strategies

Arts and culture are about the shared and public realm experiences between people that connect a community. The availability of arts and culture opportunities are very desirable, fostering vibrant and liveable neighbourhoods, contributing to local knowledge and supporting the local economy. Communities across Canada and around the world have demonstrated that a thriving arts and culture system brings multi-faceted benefits to a community. In particular, Cornwall's arts and cultural community generates a variety of opportunities for locals and tourists, and contributes to community vitality and sustainability.

The provision of arts and cultural programs is important for people of all ages, but it is particularly critical for younger children and older adults. Involvement in the arts facilitates self-expression, which can build confidence and self-worth for children and youth. Introduction to the arts at an early age can lead to life-long participation which has been found to prevent cognitive deterioration, dementia and minimize social isolation. In the current day and age, more people are tapping into their creativity using technology available through their smartphones and tablets (e.g., writing/blogging, photography, music and video creation, etc.). This heightened exposure to creative outlets has increased participation in arts and culture activities.

Figure 26: Site of Proposed Arts and Cultural Centre



The community survey found that 23% of households participated in performing arts activities and 10% in visual arts activities within the past 12 months. Arts and cultural stakeholders are very much looking forward to the new arts and cultural centre as it will offer them a centralized location for their services and programs. Sustainable funding will be a key emphasis for the City and community organizations moving forward.

Actions
30. Continue to work collaboratively with the arts and cultural community to realize the vision for the Cornwall Arts and Cultural Centre .

6.1.9 Non-municipal Facilities

It is recognized that other major indoor recreation facility types and activities are provided in the community, some of which are in partnership with the City, such as the Cornwall Curling Club, which owned by the City but operated by an independent board. In addition, the City partners with non-municipal providers to activate under-utilized park buildings, such as the Optimist Club in Optimist Park, Boxing Club in St. Joseph Park, and Boys and Girls Club Building in Broadview Park.

Another example is fitness centres, which are largely provided by private sector businesses in Cornwall. Across Ontario, there are a variety of different approaches to fitness service delivery – some municipalities provide inclusive and affordable classes, others provide or partner to provide full-service fitness centres, while others rely solely on non-profit and private business to deliver this service. The City tries not to compete directly with businesses and has largely left facility provision to the private sector, but does offer introductory fitness and wellness programs at the Benson Centre (e.g., yoga, senior fit, ballroom dancing, stroller babes fitness, etc.).

The Master Plan survey found that 38% of households participated in fitness activities (at home, school, or private facilities). A small number of requests were also received for squash courts to be provided as this is currently not a service offered by private operators; 1% of survey respondents participated in squash/racquetball within the past 12 months. While the small number of squash enthusiasts are not sufficient to support the provision of squash courts, the City may consider further the addition of a limited range of fitness equipment (e.g., stationary bikes, treadmills, etc.) to support dryland training activities at the Benson Centre and/or Civic Complex. The intent is not to compete with the private sector, but rather offer a complementary service in a cost-effective manner. A business plan should be prepared to determine the preferred model and operational decisions.

Actions
31. Prepare a business plan to explore opportunities, benefits and costs of adding a limited range of fitness equipment at the Benson Centre and/or Civic Complex to support physical wellness and dryland training activities.

6.2 Outdoor Recreation Facilities

The following table provides a summary of existing outdoor facilities that are owned and / or maintained by the City of Cornwall.

Table 15 City of Cornwall Outdoor Recreation Facility Summary (2020)

Outdoor Facilities	Supply	Location(s)		Current Provision
Playgrounds (locations)	37	Adams, Aimé Leblanc, Alexander, Alguire, Ashwood, Bell Centennial, Broadview*, Carther*, Chevrier, Daprat, Dover Heights, Francis Guindon, Gallinger, Grant*, Guindon, Heritage, Horovitz*, Joe St. Denis*, King George, Kinsmen, Laframboise, Lamoureux, Larin, Mattice, Meadowvale, Memorial*, Menard, Optimist*, Ray Lalonde Memorial, Reg Campbell, Riverdale, St. Francis de Sales, St. Joseph, St. Theresa, Sathya Sai*, Snetsinger, Terry Fox Memorial Parks* (*swings only)		1: 1,310
Outdoor Fitness	1	Lamoureux Park		1 : 48,600
Ball Diamonds	15 (21 ULE)	Hardball (unlit)	7 – Legion Park, including 2 senior, 3 intermediate, 3 t-ball (Federal Lands, maintained by minor ball)	1 : 2,300 (unlit equivalents)
		Softball (lit)	6 – King George Park, Kinsmen Park, Optimist Park (2), Reg Campbell Park (2)	
		Softball (unlit)	2 – Adams Park, Broadview Park	
Soccer, Football and Multi-Use Fields	7 (8.5 ULE)	Football / Multi-use (lit)	2 – Joe St. Denis Park, Optimist Park	1 : 5,700 (unlit equivalents)
		Full	3 – Optimist Park (1 lit), Kinsmen Soccer Park (2 unlit)	
		Intermediate	2 – Kinsmen Soccer Park (2)	
		Mini	0 – several larger fields can be programmed as minis	
Tennis and Pickleball Courts	10 and 16	Tennis (lit)	Broadview Park (2), Kinsmen Park (2), Mattice Park (2), Riverdale Park (2), Terry Fox Memorial Park (2)	1 : 4,860
		Pickleball	Broadview Park (8), Terry Fox Memorial Park (8)	1 : 3,040
Basketball Courts	6.5	Alexander Park, Francis Guindon Park, Heritage Park (half court), Kinsmen Park, Mattice Park, Menard Park, Riverdale Park		1 : 7,480
Outdoor Rinks	up to 12	Varies seasonally		1 : 4,050
Outdoor Ball Hockey Pad	1	St. Francis de Sales Park		1 : 48,600
Skateboard Park	1	Optimist Park		1 : 48,600
BMX Track	1	Guindon Park		1 : 48,600
Outdoor Pools and Wading Pools	5	Mattice Park, Reg Campbell Park, St. Francis de Sales Park, St. Joseph Park,		1 : 9,720
	5	Terry Fox Memorial Park – all contain outdoor and wading pools		1 : 9,720

Outdoor Facilities	Supply	Location(s)	Current Provision
Splash Pads	3	Lamoureux Park, Riverdale Park, St. Theresa Park	1: 16,200
Off-Leash Dog Parks	0		n/a
Recreational Trails	40 km+		n/a
Other Notable Facilities	n/a	12km of cross-country ski trails, one marina, one ski and snowboard hill, one outdoor amphitheatre, one cricket pitch	n/a

Notes: To account for extended periods of play for lit facilities, "Unlit Equivalents (ULE)" measure provision levels where every lit soccer/football field counts as 1.5 unlit fields and every lit ball diamond counts as 2.0 unlit diamonds.
Current provision based on population estimate of 48,600 persons

In addition to these municipal park facilities, residents also benefit from a number of amenities owned and/or managed by others (note: some may have limited access), such as:

- **Schools:** many elementary and secondary schools include outdoor recreational facilities (e.g., sports fields) and playgrounds;
- **Government Lands:** Legion and Pointe Maligne Park (baseball fields; leased from the Federal Government);
- **Conservation Areas:** Gray's Creek Conservation Area (Raisin River Conservation Authority); and
- **Adjacent Municipalities:** parks and trails are provided in adjacent Townships of South Dundas, South Stormont, and South Glengarry.

6.2.1 Playgrounds

Supply and Current State

Playgrounds provide opportunities for early childhood leisure, unstructured play, and interaction and are a common component in most local parks. In addition, many of Cornwall's playgrounds support the popular Summer Playground Program. Most of the City's neighbourhood and community parks contain playgrounds consisting of creative (junior/senior play structures) and/or traditional equipment (e.g., swings, slides, spring toys, climbers, etc.). The inventory consists of 37 playground sites, 9 of which are swings only. Approximately 3 of these sites are fully-accessible playgrounds (e.g., Lamoureux Park), although many have partially accessible components (e.g., bucket swings). Most school sites also offer playgrounds that can be accessed outside of school hours.

In addition to these sites, the City has installed outdoor fitness equipment in Lamoureux Park, intended to engage adults and older adults in physical fitness.

Needs and Provision Strategies

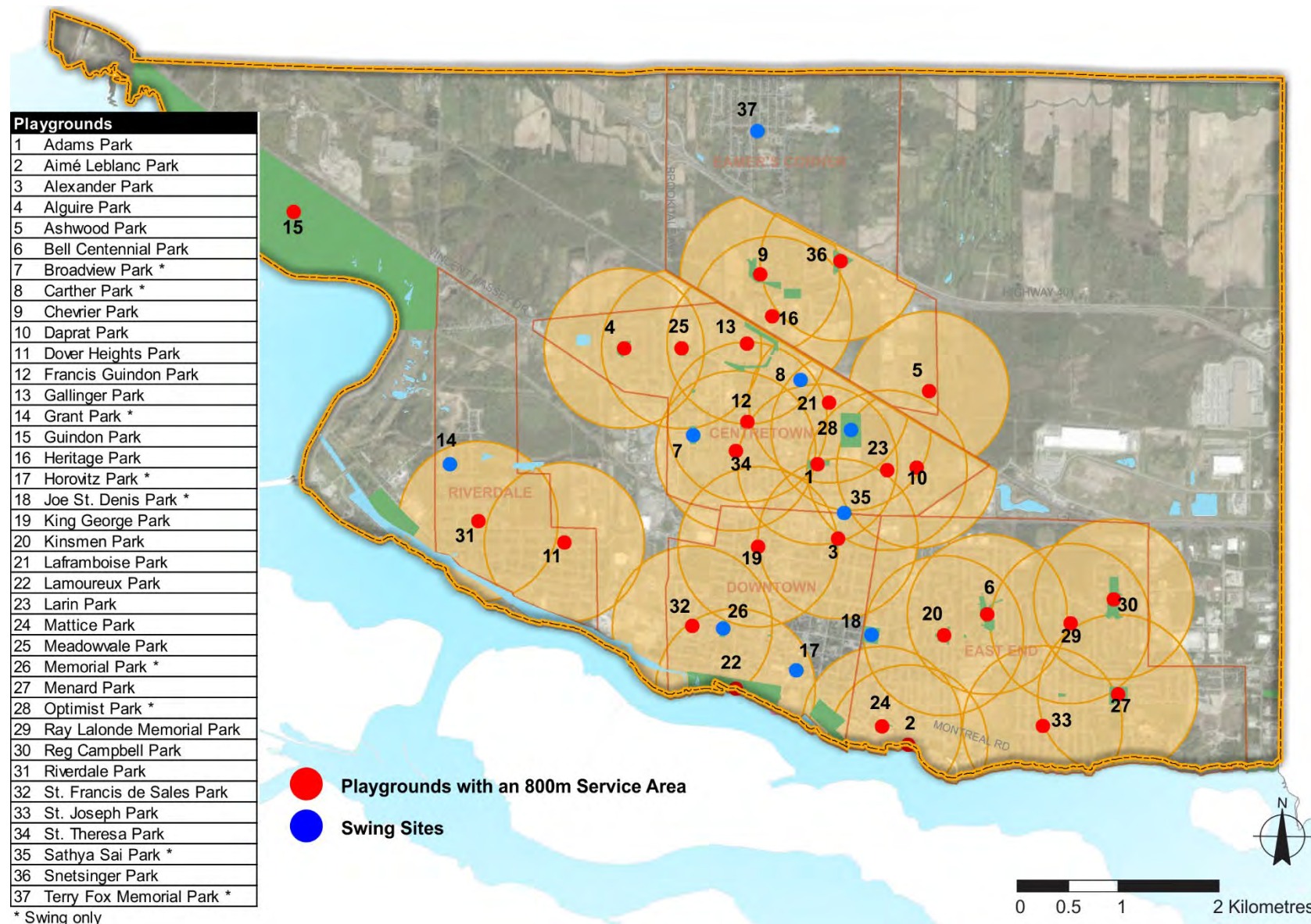
As was the case in the 2009 Master Plan, the updated survey found very strong community support for playgrounds, with 84% of respondents supporting additional investment in playgrounds (ranking 3rd out of 25 listed options). Comments were received relating to both the distribution and condition of the City's playgrounds.

To encourage active play, playgrounds should be available within walking distance of all urbanized residential areas. A common catchment threshold for playgrounds – supported in the City's Official Plan for neighbourhood parks – is 800-metres (without having to cross major pedestrian barriers such as highways, railways, and watercourses), which represents a five to ten-minute walk for most residents. An analysis of the current playground distribution (see map) finds no notable gaps in service, aside from newly developing areas that have yet to have them installed (e.g., East Ridge, Bellwood Ridge). As shown on the map, some overlap between playground sites is common and this should not be used as the sole justification for playground removal; community input, access, park function, and neighbourhood demographics are also important considerations.

The map illustrates all playground locations, although it is noted that the level of service may differ from site to site. For example, many of these locations only contain swings, for which a service area has not been identified. Due to their era of construction, swings-only sites are mostly in older/central areas of the City. Some (but not all) of these may be candidates for replacement with full playgrounds, such as Joe St. Denis Park and Terry Fox Memorial Park. The City should assess available opportunities in these two areas to determine preferred locations as other park sites may be more suitable.



Figure 27: Distribution of Municipal Playgrounds



The City has been gradually replacing outdated amenities with new play units, including converting selected “swing only” sites to more inclusive playgrounds with additional equipment. New installations include Ashwood Green Park and Ray Lalonde Memorial Park and a new playground is soon to be installed at the Benson Centre to serve families using this facility. Most play structures have a lifespan of up to 20 years, although this can be less for higher use sites. It is estimated that 8 of the City’s 31 creative play sites have exceeded their functional lifespan and are in need of replacement. Based on their age and condition, the City identifies Aime Leblanc Park and Francis Guindon Park as the highest priorities for replacement at this time. Current funding and rates of replacement are insufficient to keep pace with asset management requirements and it is recommended that the budget be increased to address two playground replacements per year, with suitable funding to address accessibility and safety standards and supporting amenities (e.g., surfacing, seating, accessible pathways, etc.).

Our observations show a lack of variety in playground design, especially in the City’s older parks. Many parks lack pathways to playgrounds (e.g., Snetsinger Park), making them inaccessible for some users. Playground surfacing is also a concern, although the City is working to convert older sand and pea gravel surfaces over to engineered wood fibre (or rubber in high use areas) to improve accessibility, impact attenuation, and maintenance efficiencies. Playground designs and standards have changed considerably in recent years and many of the playgrounds installed in the past by developers were insufficiently funded. Under the new development charge regime, it is anticipated that updated cost factors will be more accurately captured.

Where possible, greater variation in playground design should be sought in order to provide different experiences. For example, the design of modern play structures has evolved into unique structures that encourage creative play to allow children to use their imagination to create more enjoyable playing experiences. This may include a broad range of design elements such as the use of vibrant colours, interactive play components, thematic designs and components that stimulate the senses (e.g., use of loose toys/materials, etc.). Natural and adventure playgrounds are also becoming more popular; these playgrounds encourage the use of existing landscapes and materials such as wood, logs, ropes, stones, and boulders, creating more daring opportunities.



Actions
32. Provide playgrounds in selected new subdivisions (e.g., East Ridge, Bellwood Ridge) based on a minimum threshold of one playground within 800-metres of residential areas. The service area should account for major pedestrian barriers such as highways, railways, and watercourses. 33. Install full playgrounds in or near Joe St. Denis Park and Terry Fox Memorial Park. An assessment of available opportunities should be undertaken to determine preferred playground locations.

Actions

34. Increase the City's **annual budget for playground replacement** (sufficient to address two locations per year), including funding for associated landscaping, site furniture, supporting amenities, and hard surface pathways to all playgrounds. Greater **variety** in play features and designs should be encouraged.
35. Incorporate **barrier-free components and appropriate surfaces** within new and replacement playgrounds. As a pilot project, the City may consider **natural/adventure play components** that incorporate the existing landscape and natural materials to encourage challenging play experiences, creativity, and age-appropriate risk-taking behaviour.

6.2.2 Ball Diamonds

Supply and Current State

Local ball diamonds are provided by both the City and the Cornwall Minor Baseball Association. The City provides a total of six lit diamonds (King George Park, Kinsmen Park, Optimist Park – 2, and Reg Campbell Park – 2) and two unlit diamonds (Adams Park and Broadview Park). The Legion ball complex (minor ball) includes seven unlit hardball diamonds (including 2 senior, 2 intermediate and 3 t-ball diamonds). The Legion Park fields are maintained by volunteers on lands subleased from the City via the Federal government. With six lit and nine unlit ball diamonds, the City has an effective supply of 21 unlit equivalents (lit diamonds have 50% more capacity as they can be used later in the evening).

Six of Cornwall's eight municipal ball diamonds are booked regularly, especially lighted diamonds and multi-diamond sites. The ball diamonds at Adams Park and Broadview Park are not booked as they are generally not suitable for league play. Municipal diamond rentals increased by 3% over the past five years, with each field being rented for 215 hours per season. Utilization data for the seven ball diamonds at Legion Park is not available as they are booked independently by Cornwall District Minor Baseball Association; it is understood that the four main diamonds are well used during the primary season, which runs from May to mid-July.

The City has indicated growing demand for adult softball, while the Cornwall minor baseball program reported a notable decline in participation over the past three years – down 37% (130 players between 2017 and 2019). This is slightly different from registration trends in many communities across Ontario that have shown growing interest in youth baseball and strong participation in adult ball in recent years. The community survey found that 13% of Cornwall's households contained at least one member that participated in baseball or softball within the past 12 months.



Table 16: Registration Levels, Local Ball Organizations

Group	2017	2018	2019
Cornwall District Minor Baseball	350	300	220
Cornwall Optimist Minor Softball League	Did not report		
Kinsmen Girls Softball	Did not report		
Adult Softball Leagues (assume 15 per team)	270	315	315

Source: Community Organizations, 2020

Needs and Provision Strategies

At a master planning level, diamond needs are typically evaluated using a participant-based provision target. These targets tend to range between one diamond per 50 to 100 participants, depending on the unique usage profiles and circumstances of the local municipality. We are unable to complete this type of analysis as comprehensive registration data was not available. However, based on current rentals and registration levels, there would appear to be capacity to accommodate additional usage within the existing system (therefore, no additional diamonds are required), although field improvements are necessary.

To accommodate growing demand for adult softball, properly-sized diamonds should be a long-term priority for the City – they should have 280 to 300-foot outfields with appropriate spacing for foul balls. It is noted that the diamonds at Reg Campbell and Optimist Parks are undersized for some adult users, necessitating the need for extensive netting or rule modifications; due to the placement of these diamonds, there is no opportunity for enlargement. To better accommodate adult play, it is recommended that the City undertake improvements to under-used diamonds in Adams Park (2021) and Broadview Park (to be determined), and relocate youth play to these fields, freeing up time for adults at larger diamonds.

The Legion / Point Maligne diamonds are part of a larger conversation involving the long-term use of this property, which has been declared surplus by Federal Government and has been part of various planning exercises over the years. While minor baseball has been seeking to install lights (along with additional safety netting) at this location for several years, it has been reluctant to do so without assurance that it would remain in use for baseball activities for the foreseeable future. The City's 2019 Waterfront Plan recommends that the City transition the Legion Park ball diamonds to broader public uses in the long-term (timing undefined). With land potentially available next to the Benson Centre, the Waterfront Plan suggests that the City investigate options for developing this as a destination for both baseball and softball, taking advantage of the shared amenities (parking, washroom, etc.) and ability to accommodate large tournaments. The new fields should be in place before the existing ones are removed from service. To inform this high-level proposal, the development of a concept plan to illustrate potential placement of fields is underway.



Actions
36. Improve ball diamonds in Adams and Broadview Parks to accommodate youth play, allowing for greater adult use of larger diamonds in other City parks. 37. Continue to explore and evaluate long-term options for developing ball diamonds on the lands adjacent to the Benson Centre and relocate youth play from the Legion Park fields, as recommended in the Waterfront Plan. Ongoing consultation with users and the community is required, as is a concept plan (underway) and business plan to assess potential cost impacts.

6.2.3 Soccer, Football and Multi-use Fields

Supply and Current State

The City maintains lit football / multi-use fields at Optimist Park and Joe St. Denis Park, as well as a lit soccer field at Optimist Park. In addition, the Kinsmen Minor Soccer Association maintains and coordinates the fields on Second Street West, which are leased by the City and subleased to the group – the site contains two full fields and two intermediate fields (four in total). Other open space (e.g., Alexander Park, Adams Park, etc.) is occasionally used for field sports, but is not categorized as such in the City's inventory. With three lit and four unlit rectangular fields, the City has an effective supply of 8.5 unlit equivalents (lit fields have 50% more capacity as they can be used later in the evening). All of the City's fields are natural grass surfaced.

Rentals at City fields have declined by 24% between 2015 and 2019; similar data for the Kinsmen Soccer Park is not available. A closer look at the data shows, that while soccer rentals have declined, football rentals have been increasing year over year since 2016. Registration data provided by local organizations reinforces this trend as the number of football players has been increasing, while the number of soccer players in one association has been declining (as has rugby demand due to the loss of high school and men's teams). The master plan survey found that 17% of Cornwall's households contained at least one member that participated in soccer within the past 12 months; football was not surveyed.



Table 17: Registration Levels, Local Soccer and Field Sport Organizations

Group	2017	2018	2019
Seaway Valley Soccer Club	1,300	1,250	1,200
Cornwall District Soccer League	Did not report		
Cornwall Minor Football Association	250	280	300
Men's Flag Football	Did not report		
Cornwall Rugby	25 to 55	30 to 45	10 to 20

Source: Community Organizations, 2020

Needs and Provision Strategies

At a master planning level, sports field needs are typically evaluated using a participant-based provision target. These targets tend to range between one field per 50 to 100 participants, depending on the unique usage profiles and circumstances of the local municipality. We are unable to complete this type of analysis as comprehensive registration data was not available. However, based on current rental levels (the average municipal field is used for less than 200 hours per year; depending on field conditions and quality, 250 to 300 hours or more is an industry standard), there would appear to be capacity to accommodate additional usage within the existing system.

Moderate support was expressed for soccer fields through the community survey – 74% of respondents supported additional investment in soccer fields, ranking 8th out of 25 listed options, with 44% supporting investment in an outdoor artificial turf field that could accommodate football and other field sports. Local sports organizations are particularly supportive of an artificial turf field (either at St. Joe Dennis Park, Kinsmen Soccer Park, or the Benson Centre) as this would extend the season, allow for play during all weather conditions, and create new opportunities (e.g., youth flag football league). Each artificial field can accommodate at least three times as much use as a typical grass field.

There is an opportunity to consolidate some sports fields at the Benson Centre, which would improve operations and convenience, and free-up existing sites for other purposes. The lands immediately north of the Benson Centre were intended to support two grass soccer fields; preliminary investigation suggests that this area has sufficient space to accommodate one large multi-use field that can be used for a variety of sports, which should be designed to maximum dimensions and have football/rugby uprights to allow the greatest flexibility. Such a project would allow the City to re-allocate football rentals away from Joe St. Denis Park, which has below average turf quality, temporary washrooms/change rooms, limited parking, and – due to its location in a residential neighbourhood – could be used for other purposes (including a full playground). In addition, the City is exploring the availability of other lands surrounding the Benson Centre that could be used for other sports field needs over the longer-term.

Additionally, the City's Waterfront Plan notes that the Kinsmen Soccer Park has significant potential as a waterfront destination. While current park activities can remain and be integrated with new uses, the Waterfront Plan recommended that "the park be enhanced to create a multi-use waterfront destination that allows for a wide range of waterfront-based recreation and social activities".

Actions
38. Install a multi-use artificial turf field with lights at the Benson Centre. The field should be thoughtfully located to benefit from the shared parking and support amenities within the recreation centre. This project should coincide with the removal of the football field from Joe St. Denis Park, for which future use options should be evaluated further.

6.2.4 Tennis and Pickleball Courts

Supply and Current State

The City provides outdoor tennis courts at five locations (two courts per site for a total of ten tennis courts): Broadview Park, Kinsmen Park, Mattice Park, Riverdale Park, and Terry Fox Memorial Park. All courts are available for public use and have lights for evening play.

In response to mounting demand, the City has painted pickleball lines on tennis courts at Broadview Park and Terry Fox Memorial Park (eight courts per site for a total of sixteen pickleball courts). As the courts can only be used for one activity at a time, a schedule has been devised that allows opportunities for pickleball daily from Monday to Thursday. Volunteers installed the portable nets and store them onsite.

All municipal courts were constructed decades ago and all showing similar signs of aging. Tennis court lighting replacement and court resurfacing projects have been identified in the City's long-term budget to maintain these sites in a state of good repair. The City is targeting to complete one project per year over the next five years, effectively renewing these facilities for many more years of use.

The master plan survey found that 20% of Cornwall households participated in pickleball and 10% participated in tennis within the past 12 months. There is no organized tennis club at this time, whereas pickleball is loosely organized into a league with approximately 375 members (up 50% from 250 members in 2017) and is beginning to be played in schools. Both sports are also accommodated indoors year-round within the Benson Centre.



Needs and Provision Strategies

Across Ontario, tennis has been experiencing a resurgence over the past several years due to the success of Canadian professionals, although it has not regained the levels of popularity that it enjoyed in the 1970s. Local interest in tennis is not well documented and there is no existing club that advocates for the sport. Anecdotally, shared use of the City's outdoor courts for both tennis and pickleball seems to be effective with limited conflicts. As a sport, tennis is more familiar to residents than pickleball, but also played on a more casual basis (it is likely that the indoor court serves those seeking more competitive opportunities). As a result, the master plan survey garnered more support for additional investment in tennis courts (65%) compared to pickleball courts (56%) – both were medium priorities, likely reflective of the deteriorating condition of the City's outdoor courts.

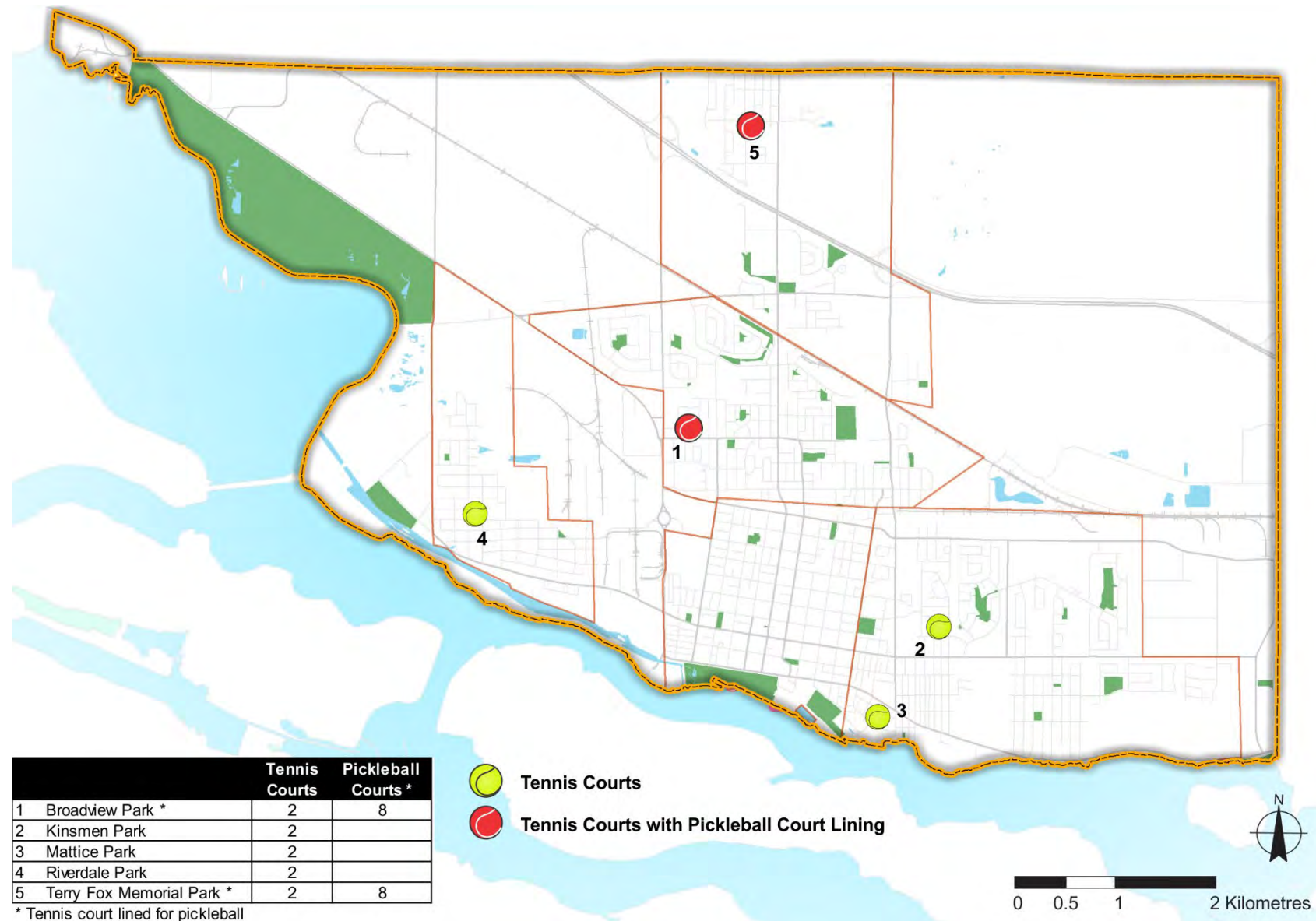
In terms of pickleball, it has become the fastest growing sport in Canada over the past few years, largely driven by demand from older adults. Played indoors or outdoors with a paddle and a plastic ball, the sport is a hybrid of badminton, tennis and table tennis. The court is the same size as a doubles badminton court (20 by 44 feet), though the net for regulation pickleball is slightly lower than a tennis net. Like Cornwall, many municipalities in Ontario have responded to this trend and have modified under-used tennis courts, built dedicated courts, and/or accommodated the sport within indoor spaces.

Due to strong and steady growth in pickleball, available courts (or at least the scheduling of the courts) in Cornwall are approaching capacity. Several requests for dedicated outdoor pickleball courts were recorded through the master plan survey, including a frequent suggestion to convert the tennis courts at Terry Fox Memorial Park to full-time pickleball courts, along with regular access to the onsite washrooms. With the number of older adults expected to increase at a faster rate than the overall population, continued demand for pickleball can be anticipated.



Most communities have gradually reduced their rate of tennis court development and have adopted new models of design that allow for greater flexibility in use (e.g., pickleball, ball hockey, basketball, ice skating, etc.). A provision target of one tennis court per 5,000 population is in common use across Ontario – with ten courts, Cornwall's provision rate is one per 4,860 persons, nearly matching the target. By 2031, this ratio will change nominally to one court per 5,030 persons, suggesting that Cornwall is sufficiently supplied with tennis courts – no change to the supply of tennis courts is recommended as the current geographic distribution also supports neighbourhood-level access (see map on following page).

Figure 28: Distribution of Tennis and Pickleball Courts



Being such a new sport, there is no established target for pickleball court provision. Based on current trends and usage levels, it is evident that there is sufficient demand to consider additional outdoor pickleball opportunities. In the short-term, this may be accommodated by additional modifications to tennis court schedules (e.g., allowing pickleball to be played on another day). Over the longer-term, a dedicated pickleball complex that can be used throughout the week (and supported by washrooms, shade, and nearby parking) is recommended. The City should evaluate existing parks and other opportunities for this purpose; it is understood that a City-owned site on Saunders Drive may be a potential candidate. As is common in other municipalities, the City may wish to seek a cost-sharing arrangement with the pickleball clubs to help offset capital costs that are over and above the basic level of service.

Actions
39. Undertake resurfacing and lighting improvements at all municipal tennis court sites, as identified in the City's long-term capital budget. 40. Monitor and modify tennis court schedules to accommodate pickleball demand in the short-term. Over the longer-term, pursue the development of a dedicated pickleball complex (supported by washrooms, shade, and nearby parking), possibly at the City-owned site on Saunders Drive. Consider a cost-sharing arrangement with pickleball clubs to offset capital costs.

6.2.5 Basketball Courts

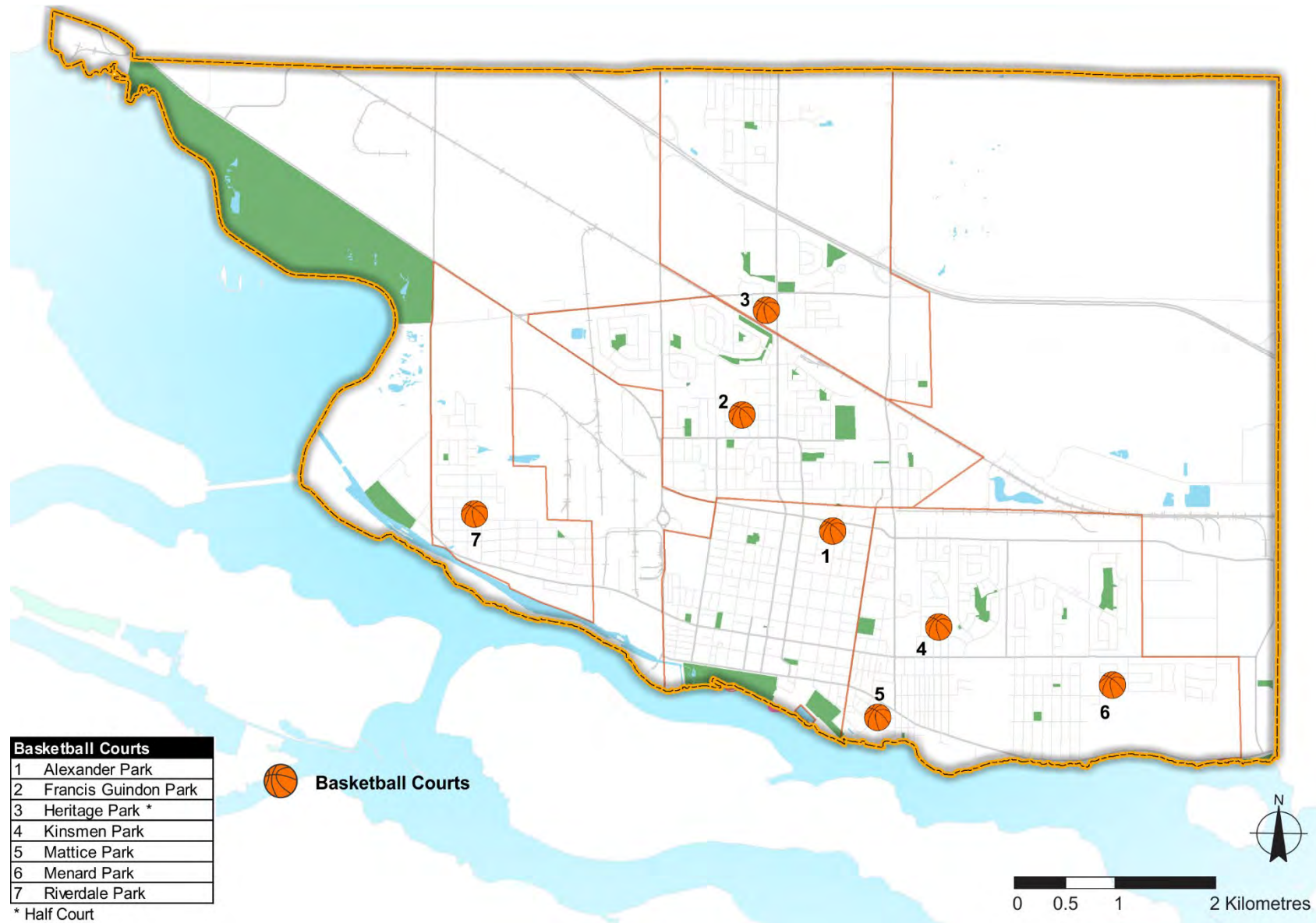
Supply and Current State

Seven of the City's parks contain basketball courts: Alexander Park, Francis Guindon Park, Heritage Park (half court), Kinsmen Park, Mattice Park, Menard Park, Riverdale Park. Like tennis courts, some of these are in deteriorating condition and require reinvestment, such as the basketball court at Mattice Park. Many schools and private residences also have outdoor hoops and/or basketball courts, which helps to support accessibility.

Anecdotally, interest in basketball has been growing for several years and the success of the Toronto Raptors has helped in this regard. The community survey found that 10% of households contained at least one member that participated in basketball (indoor or outdoor) within the past 12 months.



Figure 29: Distribution of Basketball Courts



Needs and Provision Strategies

No specific comments relating to outdoor basketball courts were received through the Master Plan consultation program. Nearly two-thirds (63%) of respondents to the community survey supported additional investment in outdoor basketball courts, ranking 15th out of 25 listed options, indicating that this is a moderate to low priority.

With 6.5 outdoor basketball courts, this is an average of one per 7,480 residents or one per 615 youth (ages 10 to 19, which is the primary market for these facilities). This is an average level of provision compared to other municipalities. An examination of the location of courts indicates that they are equitably distributed across the City (see map on previous page), although there are small pockets where they are not available. This suggests an opportunity to consider courts through broader park redevelopment projects on a case-by-case basis (as was the case with Kinsmen Park when the outdoor pool was removed).

No recommended actions.

6.2.6 Outdoor Rinks and Ball Hockey Pads

Supply and Current State

Outdoor ice skating is a popular and affordable winter pastime that is offered at up to twelve park sites each winter. The locations – of which there were ten active sites in 2019/20, including some with lights – may vary slightly from year to year as they are maintained by volunteers, and support can fluctuate as can weather conditions. All rinks offer natural ice, typically situated over open fields; none are refrigerated or boarded. For each park site, the City provides a water source and all necessary materials. Volunteers are responsible for daily or weekly watering and frequent shovelling. The community survey found that 24% of households participated in outdoor ice skating within the past 12 months.

Additionally, the City provides one outdoor ball hockey pad (fenced, not boarded), located at St. Francis de Sales Park. This site is available for casual use throughout the year.

Needs and Provision Strategies

With up to twelve outdoor rinks located throughout the city, outdoor skating opportunities are easily accessible within most neighbourhoods. The number of rinks – an average of one per 4,050 residents – is at or above average compared to similar communities in eastern or northern Ontario. While it is not a priority to establish any new natural ice rink locations, the 2019 Waterfront Plan recommends examining the potential to provide infrastructure and amenities to support public skating along a portion of the Canal. This would be a long-term project that is subject to an engineering study of Canal, resolution of land ownership, funding, etc.

Although the City's volunteer rink program is well known, there are annual challenges in recruiting sufficient volunteers to manage each location. Additional marketing, sponsorship, and support opportunities should be sought to ensure that this remains a viable winter activity for Cornwall residents. Furthermore, data should be collected from each location to document estimated usage on a daily and annual basis in order to allow for trend tracking, which would be useful when making decisions around future investment.

Recreational skating is a Canadian tradition; however, the ability to maintain natural outdoor ice rinks has become increasingly difficult due to climate change. Specifically, natural outdoor rinks can be unreliable when temperatures are near or above freezing. With 75% of survey respondents supporting additional investment in outdoor ice rinks (ranking 7th out of 25 listed options), the community may be supportive of developing a refrigerated outdoor ice rink that offers a safe and reliable skating surface for an extended period in the winter. These facilities have higher capital and operating costs, but can also be utilized as splash pads or sport courts in the summer (e.g., Brockville, Kingston, etc.). As a result, they are not suitable for broad provision, but could be considered at a city-wide or community park that has support infrastructure (servicing, parking, clubhouse/washroom, etc.). The viability of establishing an artificial rink or trail may be evaluated through a business plan in the longer-term.

Actions
41. Continue to promote the volunteer ice rink program and seek innovative models of recruiting and supporting volunteers. Track usage at each location to assess trends over time. 42. Evaluate options for establishing an artificial rink or trail through a business plan in the longer-term.

6.2.7 Skateboard Parks and BMX/Bike Tracks

Supply and Current State

The City offers one skateboard park at Optimist Park that is also available for use by inline skaters and BMX trick bikers. The park was built in 1998 and consists of modular (concrete and steel) ramps, quarter pipes, and a fun box. This facility is in poor condition and has a number of design-related shortcomings that inhibit its use; it also lacks convenient access to washrooms, water fountains or shade. The community survey found that 9% of households participated in skateboarding in the past 12 months.

Volunteers opened a BMX Track in Guindon Park in 2018, in partnership with the City. The BMX Club is responsible for construction and maintenance costs. When not being used for events, it is available for public use free of charge. Sanctioned by BMX Canada, the facility is Ontario's longest and top 4 ranked BMX racing track in Canada, and quickly becoming



established as one of Ontario's top BMX racing and training facilities. The facility hosts over 40 events per year, including a large annual qualifier event that attracts participants from across North America. In 2019, the club had 350 participants for a combined total of nearly 1,700 registrations; 57% of the registrations were from people living in the Cornwall area.

Needs and Provision Strategies

Skateboarding and other action sports are mainstream pursuits (primarily for youth, but increasingly for adults). Most municipalities are seeking safe and suitable locations to accommodate these sports. Investing in unstructured activities responds to national trends of declining participation in organized sports. For many youth, action sports are an outlet for self-expression and an opportunity to find a sense of belonging that they cannot get elsewhere. By their very nature, action sports build independence and resilience.



For many years, the Skatepark Coalition has been advocating for a new and modern skatepark in Cornwall – substantial support was also expressed for a new skatepark through the community survey. The existing facility in Optimist Park has exceeded its lifespan and no longer meets the needs of various wheeled sports. As a result, local participation has been negatively impacted and many users are seeking these opportunities outside of the City (or are using unauthorized spaces). The group suggested that the City reinstitute the skatepark sub-committee to explore locations and options for building a multi-use park with access to water, shade, lighting, washrooms and possibly a clubhouse. The replacement of the existing skate park to serve the entire city should be a priority, guided by a site selection exercise and input from users. Decisions regarding possible neighbourhood-level skateboard amenities should be deferred until the new skate park is in place.

In terms of the BMX track, this is a city-wide level of service and no additional facilities are required. The City is encouraged to work with the BMX club to explore options for extending water and electrical service to the site. Due to the track's location within an unserved area of Guindon Park, there are currently no permanent washrooms, lighting or other support amenities required to become sanctioned as a national-level track. Volunteers efforts to designate and create mountain biking trails are ongoing at the present time, which will help strengthen this location as a destination for the off-road biking community.

Actions

43. Work with the skatepark sub-committee to explore locations and options for **replacing the existing skate park** at Optimist Park.
44. Work with the Cornwall BMX Club to explore options for **improving the existing BMX track**, including extending servicing to the site to enhance usage.

6.2.8 Outdoor Pools (see Appendix C)

The City operates five outdoor pools in July and August. All pools are similar in design (five lanes measuring 25 metres with an attached wading pool) and were built around the same time (early 1970s): St. Francis Pool, Terry Fox Pool, St. Joseph Pool, Reg Campbell Pool, and Mattice Pool. The pools are aging and in need of a strategy to guide their rationalization and refurbishment. A structural review of the existing outdoor concrete pool basins is currently being undertaken to assess their condition and to provide recommendations on the future of these outdoor pools. These recommendations will be considered along with the Master Plan's findings to develop a long-term plan for the outdoor public pool basin structures.

The recommendations in the 2009 Master Plan regarding outdoor pools have all been implemented, including the phasing out pools at Riverdale and Kinsmen Parks, as well as four wading pool and installation of two splash pads. The assessment of the City's outdoor pools is a key area of emphasis for this Master Plan, as it was in 2009. Additional analysis can be found in **Appendix C**, with the key recommendations noted below.



Actions

45. Assess existing pools on a regular basis and evaluate for **removal from service** only at such time that they require significant capital repairs. Additional outdoor pools are not recommended.
46. Initiate a **pool enhancement and redevelopment program** to improve the quality and longevity of outdoor pools and their support structures, with a focus on high needs areas. Significant accessibility upgrades and modernization initiatives should be undertaken at **Mattice, St. Francis and Reg Campbell Pools**. Over time, these pools should be enlarged or redeveloped to provide multi-functional designs with beach entry, water features, accessible changerooms, more deck space, shade, heated water, modern mechanical systems, etc. The City's ongoing structural audit will provide additional information to guide investment decisions.
47. Consider low usage levels, rising capital and operating requirements, and overlapping service areas when looking to **repurpose outdoor pools** to other park-based uses. **St. Joseph and Terry Fox Pools** are recommended for repurposing to other amenities or closure once they become cost prohibitive to repair, subject to additional study on capital requirements.
48. **Consult the community further** regarding the outdoor pool recommendations, along with the location and design of redeveloped pools and splash pads.

6.2.9 Splash Pads

Supply and Current State

The City provides a total of three splash pads, located at Lamoureux Park, Riverdale Park, and St. Theresa Park. Each facility has been installed within the past ten years, with the splash pad at Lamoureux serving as a city-wide destination facility, and the splash pads at the other two parks being replacements for outdoor pools that were closed. All three have convenient access to washrooms, nearby parking, and shade. The community survey found that 33% of households used splash pads within the past 12 months.

Needs and Provision Strategies

Splash pads are popular amenities amongst families with younger children. With a variety of water spray features, splash pads provide users with a refreshing way to cool off on a hot day. They facilitate opportunities for unstructured, spontaneous play, and are an ideal way to activate public spaces. Enhancing access to low-cost, family-friendly features such as splash pads increases opportunities for affordable and self-scheduled activities.

Substantial support was found for continued splash pad development in Cornwall. More than three-quarters (77%) of respondents to the community survey supported additional investment in splash pads, ranking 6th out of 25 listed options. In addition, there were several requests for splash pads, particularly in the East End.

The City cannot afford to install splash pads in all parks as they are high cost facilities due to their mechanical features and type of construction. As such, most municipalities make provision decisions based on geographic equity – an effective distribution is important to ensure that they are accessible to residents across the city. Currently, there are no splash pads in the East End (see map in **Appendix C**), and this gap has been identified through previous studies that have proposed a splash pad in Menard Park. There is strong community support for a splash pad in this location, and it would be a good complement with existing park amenities, although the site lacks a washroom and off-street parking, which would need to be considered through capital construction. Beyond this project, no additional splash pads are projected to be needed over the next ten years, unless as part of an outdoor pool replacement program (e.g., Terry Fox Memorial Park).



Actions

49. Install a **splash pad (and support building) at Menard Park** to improve service to East Cornwall.

6.2.10 Off-Leash Dog Parks

Supply and Current State

There are presently no municipal off-leash parks in the city, although the City does identify some parks as “dog-friendly” (e.g., Boals Linear Park, Cedar Rapids Corridor, Vincent Massey Drive, and portions of Guindon Park), meaning that on-leash dog walking is promoted. There is also a privately-owned membership-based dog park. The community survey found that 36% of households participated in dog walking (on or off leash) within the past 12 months.

Needs and Provision Strategies

The development of an off-leash park was supported by the previous Recreation Master Plan and has been a topic of discussion for several years in Cornwall. More recently, the 2019 Waterfront Plan responded to several community requests for an off-leash area by advancing a recommendation to evaluate three potential sites along the waterfront: Pointe Maligne Park (former playground near t-ball fields; possible interim measure), the undeveloped portion of Kinsmen Soccer Park, and Guindon Park (off-leash trail). While an updated site evaluation exercise has not yet been completed, the City has identified funding in its long-term capital forecast for an off-leash park. Non-waterfront sites should also be considered.

Fenced off-leash dog parks – often located within larger parks – have become established levels of service in many municipalities. With local by-laws regulating the use of leashes, dedicated off-leash areas provide pet owners with the opportunity to exercise and socialize dogs in a controlled area. Leash-free parks should not be viewed as being facilities strictly for pets, but also a venue for exercise and social interaction for residents with a common interest. Off-leash parks have proven to be quite successful in many communities, with larger urban areas often having several such facilities. Further, many municipalities require that their dog parks be managed by an affiliated organization in order to act as park stewards.

Dog parks can also be polarizing in some communities; in Cornwall, the community survey found moderate support (60%, ranking 17th out of 25 listed options), but also moderate opposition (15%, the second highest of all facility types). Based on longstanding community interest and successful models employed in other communities, it is evident that there is sufficient demand to support a municipal off-leash dog park in Cornwall.

Selecting appropriate sites that are supported by residents is often the most significant challenge in establishing leash free parks. The safety of other park users, setbacks from residential and environmentally sensitive areas, and the provision of amenities (e.g., parking, benches, waste containers, etc.) are important considerations in the design of leash-free parks.

The City should establish criteria for evaluating sites for a future dog park, with consideration of the following factors (at a minimum):

- existing park locations, uses, and intensity;
- potential environmental impacts (environmentally sensitive features should be avoided);
- sufficient land base (ideally a minimum of one to two hectares);
- availability of on-site parking;
- ample buffers from adjacent land uses (particularly schools and residential areas); and
- accessibility via pathways and/or trails and roads.

Actions

50. Develop a municipal **off-leash dog park**, guided by a site evaluation exercise. Priority should be placed on park sites that are accessible, compatible, feasible, and supported by the community.

6.2.11 Recreational Trails

Supply and Current State

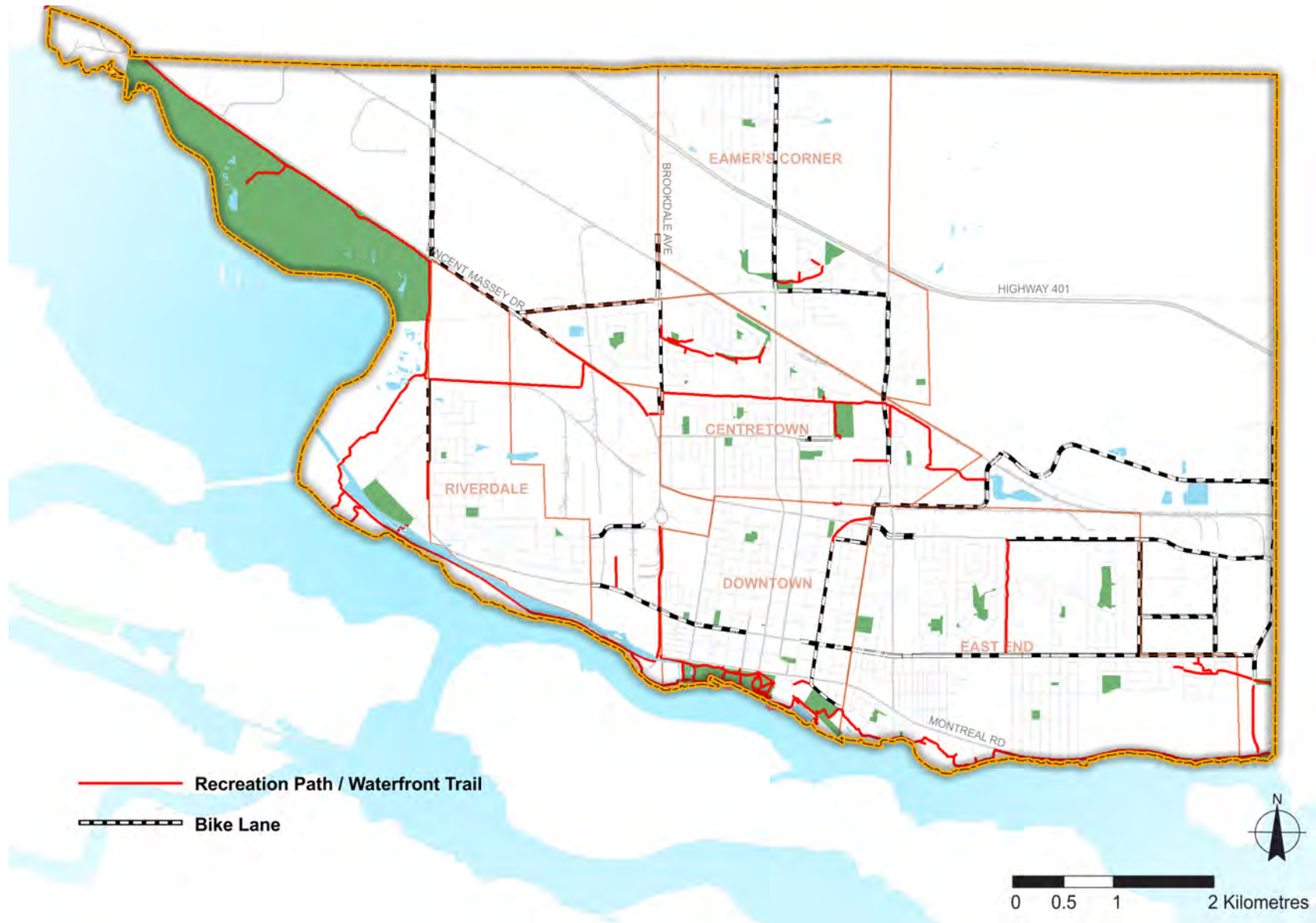
The City offers a comprehensive network of about 40 kilometres of recreational paths that allow people to walk, bike and rollerblade along the St. Lawrence River and throughout the city. The largest part of the recreational path spans the entire waterfront and is part of the Waterfront Trail, which stretches from Niagara-on-the-Lake to the Quebec border. The multi-use trails have become one of Cornwall's defining features and the City was recognized with a Bronze Bicycle Friendly Community Award in 2018. The network of multi-use paths is complemented by bike lanes on key roads that allow for unimpeded cycling throughout the city. Cornwall's recreational pathways and bike lanes are shown on the following map.

Needs and Provision Strategies

Trails are among the most requested recreational amenities as they appeal to people of all ages and abilities, and – in some cases – can be used year-round. The community survey found that 65% of households participated in walking or hiking for leisure and 23% in running/jogging in the past 12 months. Furthermore, 90% and 81% of respondents to the survey supported additional investment in nature trails and paved multi-use trails, respectively, ranking 2nd and 4th out of 25 listed options. The City should continue to assign high priority to the expansion of its active transportation system through the development approvals process, landowner agreements, and securement of lands as they become available.



Figure 30: Distribution of Recreational Pathways and Bike Lanes



Due to the depth of analysis required, planning for trail networks is typically undertaken as a separate exercise, sometimes in conjunction with transportation or planning policy studies. In 2010, Cornwall completed a Bicycle and Pedestrian Master Plan that examines pedestrian facilities, multi-use trails, and cycling facilities. This report continues to provide direction to overall planning policy, but should be updated to reflect the updated inventory, changing standards, and emerging community requirements. In addition, the City's Official Plan contains several policies relevant to the trail network, and requirements for pedestrian and bicycle linkages are integrated into neighbourhood designs through the subdivision approval process.

Actions

51. Update the City's 2010 **Bicycle and Pedestrian Master Plan** (Active Transportation Plan) to establish a new vision and implementation program for the City's on and off-road pedestrian and cycling network.

6.2.12 Other Outdoor Facilities

Discussed further below, the City provides a number of specialty recreation facilities that appeal to unique market segments and for which there are no specific provision targets. Any changes to supply or operating model should be accompanied by a business case and community consultation.

Big Ben Ski Centre

The City has an agreement with a private contractor to operate this downhill skiing and snowboarding venue. The Ski Centre opens mid-December (weather permitting) and offers daytime and night skiing, heated chalet, wire cable lift with tow handle, and snowmaking and grooming equipment. The City has funding in its budget to replace some of the snowmaking equipment. Although commonly provided at many ski and snowboard centres, equipment rentals are not available, which can be a barrier to participation for some.

The community survey found that 11% of households participated in skiing or snowboarding activities within the past 12 months. About one-half (52%) of respondents to the community survey supported additional investment in the downhill skiing or snowboarding centre, ranking 24th out of 25 listed options.



Cross-Country Ski Trails

Guindon Park contains over 12 km of fully accessible cross-country ski trails that are maintained by the City and a core group of volunteers. Walking, snowshoeing and dogs are not permitted on the groomed trails. Feedback suggests that the service levels do not meet the expectations of all trail users, and enforcement of appropriate use is a common challenge. Additional discussion on this topic is contained in Appendix D, including

consideration of collaborating with trail-based organizations to assist with the grooming of cross-country skiing trails.

The community survey found that 19% of households participated in cross-country skiing in the past 12 months and nearly two-thirds (64%) supported additional investment in cross-country skiing trails, ranking 14th out of 25 listed options.

Marina, Boat Launches and the Canal

The City operates Marina 200, a first-class facility located immediately east of the Cornwall Civic Complex on the St. Lawrence River. It was constructed in 1984 and offers 150 slips, electrical service, and showers/restrooms; there are plans to reinstate the fuel service. Recommendations for improvements to the Marina are contained in the 2019 Waterfront Plan.

Two boat launches are also operated by the City – one at Lamoureux Park (paid parking) and the other at Guindon Park (free parking). The master plan survey found that 30% of households participated in boating activities within the past 12 months; 60% of respondents to the community survey supported additional investment in boat launches, ranking 18th out of 25 listed options.

The Cornwall Canal, once a dominant feature in the city, was constructed in the 1840s to allow ships to bypass the Long Sault Rapids. Owned by the Federal government and no longer in use, parts of the canal have been left unaltered, though under-utilized. Several requests for permitting rowing along the Canal were submitted from the public, an initiative that is supported in the 2019 Waterfront Plan. Currently, the Cornwall Rowing Club is situated out of Guindon Park and utilizes temporary storage trailers; while the Club would like to see a launch closer to the Canal, they are also seeking a permanent shed for boat storage at Guindon Park.

Community Gardens

Community gardens are small plots of land that are collectively maintained by a group of people or stewardship organization to produce fruit, vegetables, and / or flowers. The Centre de santé communautaire de l'Estrie offers two such locations in Cornwall. These features are well used and contribute to broader objectives relating to community health, food security, and social participation. In partnership with others, the City may wish to consider adding community gardens to appropriate park sites that offer reasonable access to water and parking, and that are in close proximity to higher density forms of housing.

Cricket Pitches

A few years ago, following a request from a local cricket group, the City installed a modified cricket pitch on a surplus ball diamond at Snetsinger Park. This site appears to be meeting the limited local needs for this activity.



7. Parkland

Public parks are important places for building a sense of community and social belonging. To ensure that the City keeps pace with land-based demands, this section examines the City of Cornwall's parks and open space system, along with future requirements and policy considerations.

7.1 Parkland Inventory

Parkland Classification

A strong vision and policies are fundamental in creating a cohesive and consistent park development and redevelopment strategy. The core element of park policy planning is the classification system, which defines the range of characteristics found in municipal parks, such as their size, form, function and/or level of amenity. These guidelines encourage a broad range of park types and facility combinations that enable a consistent management approach that can be tailored to specific circumstances. The identification of common elements also helps to ensure compatibility with neighbouring land uses, while providing the community, developers and planners with an understanding of what new or redeveloped parks may include.

Section 6.3 of the City's Official Plan includes a detailed parkland classification system that guides the provision and development of public parkland. It consists of the following park types:

- City-Wide Parks;
- Community Parks;
- Neighbourhood Parks;
- Local Parks (Tot-Lots and Passive Mini-Parks); and
- Special Parks (Linear Parks, Special Use Parks, and Business District Parks).

This hierarchy is similar to most contemporary classification systems and remains relevant for future planning. Parkland policy is discussed in more detail in the following section of this Master Plan.



Parkland Inventory

Parks and open space provide the land base that supports recreation and sport amenities, preserves environmental features, connects people to nature, and enhances Cornwall's overall quality of life. The survey found that Cornwall residents are especially fond of their waterfront parks and are supportive of their future improvement.

The City of Cornwall currently owns/leases 44 public parks and open spaces, totaling approximately **321.6 hectares**. This includes some parks that are leased and/or maintained by service clubs (e.g., Legion Park, Kinsmen Soccer Fields), but publicly accessible. This total also includes Guindon Park which, at 235.5 hectares (most of which is passive, wooded lands), accounts for 73% of all municipal parkland. For the purposes of this Master Plan and future planning exercises, the following inventory classifies all City parks according to the hierarchy identified in Official Plan. The City is encouraged to update its databases to reflect this categorization.

Table 18 Cornwall Parkland Inventory

Park Name	Classification	Residential Community	Size (ha)
Adams Park	Neighbourhood	Centretown	1.67
Aimé Leblanc Park	Neighbourhood	East End	0.14
Alexander Park	Neighbourhood	Downtown	0.86
Alguire Park	Neighbourhood	Centretown	1.73
Ashwood Park	Neighbourhood	Eamer's Corners	0.56
Bell Centennial Park	Neighbourhood	East End	3.34
Boals Drain Linear Park	Special	Centretown	3.36
Broadview Park	Neighbourhood	Centretown	1.18
Carther Park	Local	Centretown	0.29
Chevrier Park	Neighbourhood	Eamer's Corners	2.37
Daprat Park	Neighbourhood	Centretown	0.63
Dover Heights Park	Neighbourhood	Riverdale	0.34
Francis Guindon Park	Neighbourhood	Centretown	0.79
Gallinger Park	Neighbourhood	Centretown	0.41
Grant Park	Neighbourhood	Riverdale	0.31
Guindon Park	City-wide	Guindon	235.48
Heritage Park	Neighbourhood	Centretown	0.15
Horovitz Park	Neighbourhood	Downtown	0.58
Joe St. Denis Park	City-wide	East End	2.56
King George Park	Neighbourhood	Downtown	1.09
Kinsmen Park	Neighbourhood	East End	1.69
Kinsmen Soccer Fields (leased)	City-wide	Riverdale	9.99

Park Name	Classification	Residential Community	Size (ha)
Lafave Park	Local	East End	0.23
Laframboise Park	Neighbourhood	Centretown	0.74
Lamoureux Park	City-wide	Downtown	17.65
Larin Park	Special	Centretown	0.31
Legion Park / Pointe Maligne Park (leased)	City-wide	Downtown	7.4
Mattice Park	Neighbourhood	East End	0.86
Meadowvale Park	Neighbourhood	Centretown	1.13
Memorial Park (Legion)	Neighbourhood	Downtown	0.88
Menard Park	Neighbourhood	East End	2.83
Optimist Park	Community	Centretown	6.8
Parkette on Pitt Street	Community	Downtown	0.06
Ray Lalonde Memorial Park (Blossom)	Neighbourhood	East End	0.45
Reg Campbell Park	Community	East End	4.59
Riverdale Park	Neighbourhood	Riverdale	1.12
St. Francis de Sales Park	Neighbourhood	Downtown	0.46
St. Joseph Park	Neighbourhood	East End	0.73
St. Theresa Park	Neighbourhood	Centretown	0.64
Sara Park	Local	Centretown	0.11
Sathya Sai Park	Local	Centretown	0.13
Silver Cross Park	Special	Eamer's Corners	1.66
Snetsinger Park	Neighbourhood	Eamer's Corners	2.47
Terry Fox Memorial Park	Neighbourhood	Eamer's Corners	0.81
Total Parkland			321.6

Source: City of Cornwall, GIS, 2020

Note: Totals may not add due to rounding

The following table and map illustrate the distribution of parkland by type and residential community. Parkland supplies and distribution are analyzed later in this section.

Figure 31: Distribution of Municipal Parkland

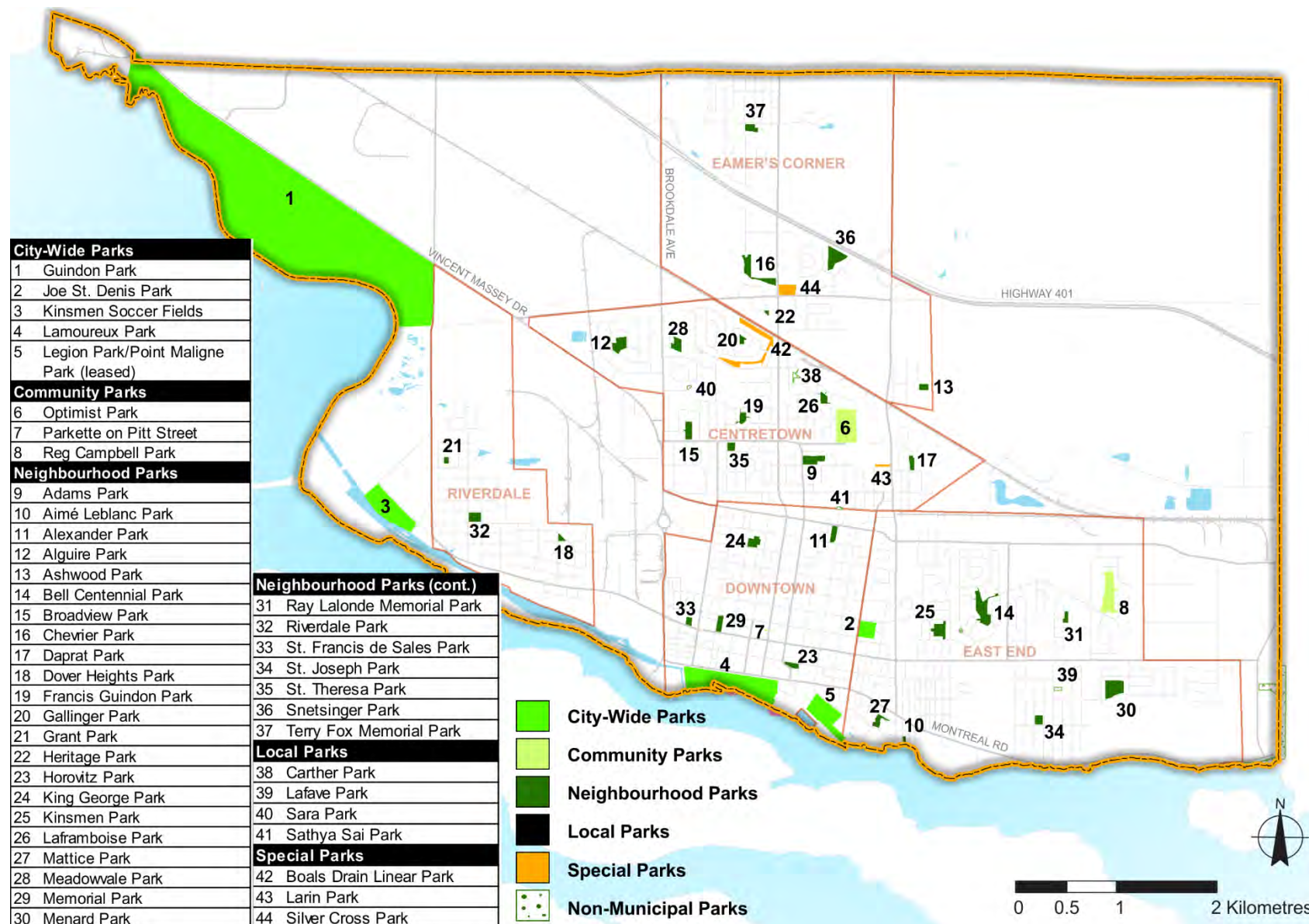


Table 19 Cornwall Parkland Inventory – by class and location

Park Classification	Total (ha)	Ha/1000 population (2020)
City-Wide Parks (incl. Guindon Park)	273.0	5.62
(excl. Guindon Park)	37.6	0.77
Community Parks	11.4	0.23
Neighbourhood Parks	31.0	0.64
Local Parks	0.8	0.02
Special Parks	5.3	0.11
Total Parkland	321.6	6.62
Residential Community	Total (ha)	Ha/1000 population (2016)
Centretown	20.1	1.76
Downtown	29.0	2.73
Eamer's Corners	7.9	2.07
East End	17.4	1.04
Guindon (incl. Guindon Park)	235.5	n/a
(excl. Guindon Park)	0.0	n/a
Riverdale	11.8	3.15

Source: City of Cornwall, GIS, 2020. 2016 population data from 2016 Census. 2020 population estimate (48,600) interpolated from 2017 DC Study.

Note: Totals may not add due to rounding

In addition to these municipal parks and open spaces, residents also benefit from lands and greenspaces owned and/or managed by others, including schools and institutions, conservation agencies, places of worship, private sector, and nearby municipalities (note: some may have limited public access).

Actions
52. Update the parks inventory database and mapping regularly to assist in the assessment of parkland requirements by park type and location.

7.2 Parkland Policy

Note: In 2019, the Province passed Bill 108 (More Homes, More Choice Act), introducing changes to the Planning Act and several other pieces of legislation. Several provisions of this Act were subsequently repealed and replaced in 2020 through the passing of Bill 197 (COVID-19 Economic Recovery Act). The Bill 197 amendments allow for municipalities to continue to require parkland dedication provisions as per Sections 42 and 51.1 of the Planning Act. Additional provisions relating to a community benefits charge (CBC) have been enacted for

developments that involve buildings with five or more storeys and 10 or more units, subject to passing of a CBC strategy and by-law.

There are several provincial and municipal regulations, policies and guidelines governing the acquisition and location of parkland. The Ontario Planning Act establishes a framework for the dedication of parkland and possible alternatives. This provincial framework is enacted through the City's Official Plan, which sets out goals for parks and open spaces, along with high-level policies for parkland dedication and development.

To help meet these goals, the City's Official Plan states that it is the intention of the City to "require parkland dedication or cash-in-lieu for new subdivisions in accordance with the provisions of the Planning Act" (Section 6.3.6). The Official Plan does not reference the specific provisions, although the City's Subdivision Manual states that a minimum of 5% of park space is required in each subdivision.

Presently, the Planning Act allows for the following options for parkland dedication relative to development and redevelopment applications; these options are distinct and cannot be combined unless otherwise noted:

- 1) Taking 5% (residential) or 2% (commercial, industrial, institutional) of developable land for parkland dedication;
- 2) Taking 1 hectare of parkland per 300 units in higher density developments (i.e., alternative rate);
- 3) Accepting cash-in-lieu of the parkland dedication (5% or 1ha/500 units); funds are kept in a reserve and can be spent on the purchase of lands elsewhere or on the improvement of parkland;
- 4) Requiring an in-kind parkland contribution via Section 37 of the Planning Act for developments involving buildings with five or more storeys and ten or more units; note: this mechanism must be supported by a Community Benefits Charge Strategy and By-law; or
- 5) Determining a partial dedication where less than the 2% or 5% of land is taken and the remainder is accepted as cash-in-lieu.

The City's typical practice within residential subdivision applications has been to take the 5% of land, no matter the size of the parcel and whether the area is over- or under-supplied with parkland. As noted in the City's Subdivision Manual, the alternative – requiring cash-in-lieu of parkland – may be more suitable in smaller development areas (including areas of infill or redevelopment) where the size of the dedication would not allow for the assembly of an adequately-sized park or there is already sufficient parkland in the vicinity. The City is strongly encouraged to evaluate needs for local parkland on a case-by-case basis prior to deciding whether to accept land or cash-in-lieu of parkland dedication. The considerations for accepting cash-in-lieu of parkland contained in

Notable parks and recreation goals in the Cornwall Official Plan (Section 6.2) include:

- Generally maintain on average 6 hectares of parkland per 1000 residents.
- Generally provide parkland within an average 800 metres of residences.
- Strive towards an accessible and equitable distribution of parks throughout the City and overcome parks and recreation facility deficiencies wherever possible.

Section 6.3.6 of Cornwall's Official Plan – along with the findings of this Master Plan – should inform this evaluation.

Cornwall's Official Plan does not contain the full range of parkland dedication options, which has the effect of under-funding and under-supplying parkland acquisition and development. It is recommended that the City's Planning Division undertake a parkland dedication policy review to consider the following suggestions further. Specifically:

- The Official Plan lacks a policy allowing the City to require the alternative rate for parkland (i.e., 1ha/300 units for land or 1ha/500 units for cash-in-lieu). With residential intensification being a key goal for the City, this provision is essential to providing the City with the parkland required to serve new residents.
- Official Plan policy 6.3.6 allows the City to require parkland dedication or cash-in-lieu for “new subdivisions”, which would potentially exclude other residential developments or redevelopments occurring outside of the subdivision process, as well as commercial, industrial and mixed use developments.
- The Official Plan will need to be brought into conformity with the changes to Planning Act provisions introduced by Bill 197, most notably Community Benefits Charges (Section 37).
- The City currently receives its parkland via Section 51.1 of the Planning Act, which values the parkland on the day before draft plan approval. If the City enacted a parkland dedication by-law – with this Master Plan serving as a parks plan supporting future needs – it would be able to require parkland through Section 42 of the Planning Act, which values parkland on the day before building permit, which is more favourable for the municipality.



The City's cash-in-lieu land values for parkland dedication also require review as they would appear to be lower than market value. It is our understanding that the values have not been updated in nearly twenty years, which detrimentally impacts the City's purchasing power within the parkland reserve account. In the past, the City required a lump sum contribution from developers toward the installation of a playground, but now that the City has recently instituted development charges, this no longer applies. Park funding levels in general need to be reviewed as they have not kept pace with parkland development costs, placing additional pressure on tax funding or leading to the deferral of capital projects. The review should examine typical park development costs and fees charged by similar municipalities.

Open space lands should generally not be accepted as part of the required parkland dedication and the City is encouraged to maintain this practice. The City's Subdivision Manual states that undevelopable land, retention/detention ponds, or hazard lands will generally not be accepted as part of the 5% park dedication unless it can be demonstrated that they are adequately sized, located and developable for park uses. This practice is

enacted through Section 4.11.3.5 of Cornwall's Official Plan, which states: "Where new development is proposed on a site, part of which is designated as Environmental Constraint – Natural Heritage, then such areas shall not be acceptable as part of the dedication for parkland as required under the Planning Act. Where a watercourse is involved, adequate space shall be provided for maintenance and operations." A similar policy is in place for Floodplain-Natural Hazards Areas (Section 4.11A.3.13).

Lastly, many decisions regarding parkland requirements and conditions for acceptance, design and development rest with the City, as governed by applicable legislation and policies. Official Plan Section 6.3.8 identifies considerations for evaluating the suitability of parkland. The City's Subdivision Manual provides additional direction regarding park suitability and developer responsibilities, suggesting that parks should be centrally located with good access from the subdivision and surrounding neighborhood. It is further recommended in the Manual that: (a) a minimum of 25% park frontage on a street is necessary except where specific conditions prevent compliance; (b) walkways providing other access to the park may be necessary; and (c) improvements to the park will be necessary including fencing, grading, and tree preservation.

Actions
53. Update the Official Plan and parkland dedication policies to reflect changing legislation (e.g., Bill 197) and to provide the City with a wider range of tools for parkland dedication and cash-in-lieu. 54. Review and update the City's cash-in-lieu land values for parkland dedication to ensure that they represent fair market value and enable the City to appropriate fund parkland acquisition and/or improvement. 55. In areas where the supply of parkland is adequate, prioritize the use of cash-in-lieu for parkland improvements, ideally in the vicinity of the development that generated the contribution. 56. Through the Subdivision Manual, formalize requirements for parkland acceptability, design requirements, and developer responsibilities, including for neighborhood park and trail development.

7.3 Parkland Needs and Acquisition

Parks and open spaces are key components of a community's health as they provide places where people can recreate, connect and congregate for social interaction. In turn, an appropriate level of parkland provision is critical to ensuring a high quality of life and supporting an equitable distribution of amenities that achieve community objectives.

The focus of this Master Plan is on the provision and management of "parkland" (lands classified as city-wide, community, neighbourhood, local parks, and special parks), which is differentiated from "open spaces" in several

ways. This emphasis is not intended to discount the impact of open space properties which include well used trails and help the City meet its environmental conservation objectives. It is expected that the City will continue to secure and/or protect select open space properties where there is a municipal mandate and community will to do so, although as per City policy open space parcels will typically be acquired (where required) outside of the parkland dedication protocol.

The City's current parkland provision rate is **6.6 hectares per 1,000 residents** (based on a supply of 321.6 hectares and a population of 48,600), excluding open space parcels and lands classified as "special parks". This slightly exceeds the target of 6.0ha/1000 residents identified in Section 6.3.4 of the City's Official Plan.

From our experience, comparable mid-sized municipalities typically strive to achieve provision rates in the range of 2.0 to 3.0 hectares per 1,000 residents. Cornwall is well above this range due to the influence of Guindon Park, which accounts for 73% of the total municipal parkland supply. Portions of Guindon Park could be categorized as "parkland", although the majority is considered "open space" due to its environmental features. If Guindon Park is completely removed from the inventory, the current ratio declines to **1.8 hectares per 1,000**. The effective ratio is likely somewhere in between, depending on the "parkland" amount attributed to Guindon Park.

The Official Plan target of 6.0ha/1000 residents is not instructive to the City's ongoing parkland planning. An effective target can be evaluated within the context of future growth to identify additional parkland requirements. In assessing future parkland needs, it is important to recognize that demand is influenced by several factors, such as distribution, non-municipal providers, urban density, population composition, amenity needs, existing park types, community objectives, and public input.

As equity and accessibility are key elements of any parks system, it is recommended that the City continue to strive to provide parkland in populated areas that are void of any park facilities (within 800 metres of residences as per Official Plan policy 6.2.3). While 80% of respondents to the community survey supported additional park and open space acquisition, it was not identified as a high priority. Furthermore, the analysis from the previous Recreation Master Plan found an adequate supply of parkland and, in turn, the City has not prioritized acquisition outside of the development process. This has had the effect of maintaining existing supplies, with the addition of new neighbourhood parks as subdivisions come online.

However, the parks system is largely fully developed and – while some parks could be replanned or redeveloped – there is little opportunity to accommodate land-intensive amenities such as sports fields within existing parks. There are no parks that have substantial room for

Should the City seek to relocate sports fields from prominent waterfront sites at Point Maligne Park (as recommended in the Waterfront Plan), additional parkland will be required to accommodate these fields. The City is evaluating lands adjacent to the Benson Centre for these future uses, and acquisition or long-term agreements will be required if Council supports this initiative. It is estimated that there is approximately 20 to 30 hectares of undeveloped land within this block (mostly in private ownership), some of which may be suitable for the development of sports fields.

The City's current inventory of parks is effective in terms of physical accessibility – there are no notable gaps in spatial distribution and new neighbourhood parks are being planned as major subdivisions are developed. In fact, the pattern of development in some of Cornwall's residential communities (especially Centretown) is such that many parks are located in close proximity to each other (e.g., 500 metres or less).

new amenities beyond possibly sports courts or splash pads, and even these features would require careful site evaluation and placement. The majority of the City's parks are considered Neighbourhood or Local Parks – many of which are under-sized and do not meet the minimum size criteria in the Official Plan – which largely function as locations for playground and neighbourhood play amenities. In addition, while the City's overall provision of parkland is 1.8 hectares per 1,000 residents (excluding Guidon Park), the East End has the lowest ratio at 1.0 ha/1000 persons); future parks in East Ridge and Courtaulds will help to improve this supply.

On balance, the City's parkland supply is largely meeting needs and efforts should be made to maintain current levels as Cornwall grows. To inform future planning – particularly of subdivisions and large-scale residential intensification – a target of **2.0 hectares of parkland per 1,000 residents** (excluding open space lands) is recommended to be applied to future growth. For example, if a subdivision application includes 400 residential units with an average of 2.5 persons per unit (for a total of 1,000 persons), this would yield a need for 2.0 hectares of parkland. Based on this target and current population forecasts, approximately **4.8 hectares of parkland** will be required to satisfy the forecasted population increase of 2,400 residents by 2037. Should the parkland dedication amount not satisfy this requirement, the City is encouraged to use alternate parkland acquisition tools to address these needs. The targets for parkland provision should be updated through the proposed Official Plan policy review.

It is important to evaluate the need for parkland on a case-by-case basis at the time development applications are submitted, and that future dedications be tracked to inform ongoing needs analyses. At this time, the City anticipates that parkland will be dedicated in the short to medium-term from development in the following subdivisions; open space dedications may also be provided in these and other developments:

- Bellwood Ridge (subdivision under development) – 0.52 ha park proposed;
- East Ridge (subdivision under development) – 1.53 ha park proposed (2 park sites); and
- Courtaulds – parkland to be determined.

In addition, there may be opportunities to expand or improve the parkland supply through:

- acquiring lands adjacent to the Benson Centre for development of sports fields and other recreational amenities;
- the acquisition and redevelopment of the Seaway lands (Canal) and Maligne Point; the properties are owned by the Federal Government and the 2019 Waterfront Plan recommends establishing a Waterfront Implementation Task Force to assist with acquisition; and
- the acquisition of surplus school sites in areas of need (if applicable).

Official Plan (Section 6.3.7) states:

“Wherever possible, encourage the creation of a continuous, linked open space system utilizing linear parks in addition to more traditional block shaped parks.

- a) The City shall encourage continuous, linked park and open space systems in new subdivisions.
- b) The City shall strive towards a continuous park system along the waterfront and shall investigate the feasibility of developing continuous parkland between Guindon Park and the Gray's Creek Conservation Area.
- c) The City shall investigate the potential use of utility corridors or abandoned railway rights-of-way, or lands adjacent to flood plains or drainage courses, or similar features as linear park or trail facilities.”

Based on the assessment of parkland and park amenity needs, it is recommended that the City secure additional parkland to achieve the following objectives:

- a) address growth-related needs, with a focus on achieving an equitable distribution of parkland;
- b) enhance public access to the waterfront, such as Seaway lands (Canal) and Maligne Point; this was the most widely supported capital priority identified in the community survey;
- c) establish linear/trail connections vital to expanding the active transportation network (e.g., utility corridors, rights-of-way, valley lands, etc.); and
- d) expand existing community and city-wide parks where necessary to provide additional recreational amenities, based on demonstrated needs.

To meet the full range of needs, the City may need to utilize methods beyond the land development process, particularly in under-served areas with limited growth potential. Parkland acquisition means identified in the Official Plan (Section 6.3.4) include:

- a) parkland conveyance or cash-in-lieu (Planning Act);
- b) outright purchase;
- c) leasing of land;
- d) options and installment buying;
- e) land exchanges;
- f) tax delinquent properties;
- g) donations or gifts;
- h) acquisition of development rights and easements;
- i) neighbourhood self-help programs.



Actions

57. Establish a growth-related **parkland target** of 2.0 hectares per 1,000 residents to guide future provision. The City may secure additional parkland to achieve the following objectives:

- a) address growth-related needs, with a focus on achieving an equitable distribution of parkland;
- b) enhance public access to the waterfront, such as Seaway lands (Canal) and Maligne Point;
- c) establish linear/trail connections vital to expanding the active transportation network (e.g., utility corridors, rights-of-way, valley lands, etc.); and/or
- d) expand existing community and city-wide parks where necessary to provide additional recreational amenities, based on demonstrated needs.

58. Review parkland dedication **evaluation and tracking protocols** between the Parks, Recreation and Planning Divisions.

Actions
59. Where necessary to supplement municipal parks and open spaces, work with area school boards and other recreation service providers to maximize community access to quality outdoor parks and recreation amenities on non-municipal sites.

7.4 Open Space Planning

Open space lands (e.g., wetlands, valleylands, woodlands, environmentally constrained areas, and a variety of other natural heritage landscapes) serve numerous functions: they protect and conserve natural features; they preserve habitat for various species, including threatened and endangered species; they provide buffers to development (protecting people and property from damage); they provide visual breaks within an otherwise urban/suburban landscape; and they enhance air and water quality.

In Cornwall, these lands are in a blend of public and private ownership, though they are generally not counted toward parkland dedication requirements despite some embodying park-like qualities. Where appropriate, open space lands may be conveyed to the City or other appropriate public authority at no cost (gratuitous conveyance). Additional options for the securement of open space and environmentally significant lands include land exchange, donation/land trusts, conservation easement/purchase of development rights, leasing, purchase, and partnerships. Conservation easements are particularly useful when protecting open space lands as they allow title to the land to remain in private ownership, but development rights to be restricted based on the specific conservation requirements. However, not all lands need to be publicly owned in order to be permanently protected. Environmental policies and practices at the municipal and provincial levels are in place to manage sensitive areas.

Within the context of this Master Plan, a key priority for open space conservation are those lands that provide connections between parks and other public areas to allow for a continuous parks and open space system, including active transportation opportunities. Passive maintenance and development of these lands is anticipated, as directed by site-specific management plans (often in partnership with other agencies).

Initiatives that encourage residents to learn more about their parks and protected areas should also be supported. This can be achieved by establishing walking trails within or surrounding key open space lands (while respecting policies relating to the protection of sensitive wildlife and natural habitat). Open space lands – such as those at Guindon Park – also offer tremendous opportunity for experiential learning and cultural interpretation, which in turn can assist with educating the public about the need for active conservation and restoration.

Actions
60. As opportunities arise, evaluate the potential to secure and/or protect open space lands that provide important connections between parks and other public areas, having regard to the Official Plan and partner agency requirements. 61. Foster and support initiatives that enhance outdoor education and recreation (e.g., interpretive displays/signs and learning opportunities, compatible forms of public access and trails, etc.) within the open space system (e.g., Guindon Park) and in conjunction with partners (e.g., Raisin Region Conservation Authority, etc.).

7.5 Park Maintenance, Design and Renewal

Based on our observations, the City's parks are well maintained and cared for. Grass cutting and garbage removal is contracted out and this model appears to be working well. The City regularly inspects its parks and playgrounds, addressing any issues in a prompt fashion. The lifecycle condition of park assets is monitored and addressed through capital projects on a priority-basis, although the amount of deferred maintenance (e.g., playground replacement) is growing as needs outstrip funding.

There is also variety of design with Cornwall's parks system, with different park types performing diverse functions, such as community gatherings, athletics, passive recreation, free play, open space buffers, environmental appreciation and conservation, civic beautification, and more. Many of the City's parks contain mature trees, providing ample shade to park users and contributing to environmental goals such as reducing heat and air pollution. Park signage (both informational and regulatory) is extensive and consistent. Other support infrastructure – such as benches/picnic tables, washrooms, and off-street parking – varies by site, but is generally compatible with contemporary design and provision practices. The community survey found demand for additional park washrooms, which is a common request in all communities, but is not typically feasible to provide in all park types. The City's waterfront parks – most notably Lamoureux Park – are very well supported by the community, with requests for additional improvements such as restaurants/vendors and beaches, as well as enhanced enforcement of the City's smoking by-law.

The public consultation program and the evolution of the City's parks system support a continued broadening of the range of recreation opportunities within local parks. Although new parkland will be required to serve future residents, the focus should be on making the best use of existing park sites, keeping parks relevant considering changing demographics, and improving connectivity and accessibility. Examples include (but are not limited to): adding new elements such as pavilions, adventure playgrounds, and community gardens; piloting outdoor programming and educational initiatives; and adopting new operational practices such as naturalization and recycling programs in parks.

The 2019 Waterfront Plan recommends the development of a **signage and wayfinding strategy** for Cornwall with an emphasis on the waterfront and improving connections between Downtown and the Waterfront. This item was approved during the 2019 budget process.

Designing and improving parks requires a strong understanding of community needs, contemporary design practices, operational requirements, and programmatic considerations. These elements require adequate forethought in the planning of the park parcel itself, well in advance of conveyance and detailed design. The following are best practices that the City of Cornwall may use as guidelines in designing or redeveloping parks. Some of these are reflected in the City's Subdivision Manual and/or Accessibility Plan, and should be given consideration for future updates.

- a) Promote **universal accessibility** in all parks, such as wheelchair access, ramps to play structure areas, etc.
- b) Provide both junior and senior play opportunities in parks with **playgrounds**. Use engineered wood fibre surfacing for play structures, to an appropriate depth for the fall-height of the equipment. Ensure appropriate sight lines to play areas.
- c) Consider activities and programming for the growing **older adult population**, including increased daytime use and emerging activities such as pickleball.
- d) **Unstructured space** within a park that allows for a wide variety of **active and passive uses throughout all seasons** is considered an asset.
- e) Locate **shade structures and trees** central to amenities to protect users from the harmful effects of the sun.
- f) Provide informal **seating** opportunities. Locate seating in shaded areas, along accessible routes, and in proximity to active amenities.
- g) Maintained **pathways** should be a minimum of 3.0m wide, unless otherwise required. Provide clearance along pathways (waste receptacles, benches, trees, bike racks, etc.) for maintenance vehicles.
- h) Locate **waste and recycle receptacles** close to park entrances to facilitate maintenance.
- i) Select **materials and equipment** (e.g., park furniture) that are not easily vandalized and can be easily sourced for repair and/or replacement.
- j) Provide **consistent branded signage** at all public parks identifying the park name, address and City emblem. Additional signage should include emergency contact information and regulatory requirements (e.g., non-permitted uses, park hours, etc.).
- k) Encourage **public art** within appropriate park locations and in keeping with relevant municipal guidelines.
- l) Utilize non-invasive native species in all **plantings**.
- m) Follow **CPTED** (Crime Prevention through Environmental Design) principles to enhance community security and safety features.
- n) Include **buffer space** between pathways and adjacent lot lines, as well as high-activity zones and residential lot lines.
- o) Provide **naturalized buffers** adjacent to natural features.

"People need a reason to come to the park and stay there in order to benefit from its social environment. Park quality, amenities like playgrounds, and, critically, events and activities help create the conditions that draw people out to meet each other... Community-led initiatives that improve the physical and social environments of parks are crucial."

- Park People. Sparking Change. 2017.



While most of Cornwall's parks are in good condition, improvements and enhancements are necessary to address asset lifecycle requirements and to respond to changing needs. The possibilities for parkland renewal are limitless, but may include enhanced landscaping, new and upgraded facilities and comfort amenities, and more. Based on public input, past studies, trend information, and the consultants' assessment, the following parks are strong candidates for renewal:

1. **Guindon Park** – This large park is under-utilized and not achieving its potential. While most of the park will remain in a natural state, there are opportunities for additional local and tourist-based recreation. A more in-depth analysis of possibilities is contained in **Appendix E**.
2. **Lamoureux Park** – The Waterfront Plan contains several recommendations for this park, focusing on enhancing the user experience by commemorating the history of the site, and providing new opportunities for activities for all seasons and ages. Some ideas promoted by the Waterfront Plan include:
 - undertaking lighting and signage improvements;
 - introducing pop-up business in the park and/or food/café services;
 - permitting skating as part of the Canal Promenade Feature;
 - adding skateboard features or a skate park as part of Canal Promenade Feature;
 - installing beach volleyball court(s); and
 - designating a field area for informal social sports (i.e., soccer, frisbee).
3. **Benson Centre Lands** – The lands immediately to the north of the Centre are owned by the City but are not currently designated as parkland; potential for sports field development exists here, as well as on other lands (some in non-municipal ownership) adjacent to the facility. The 2019 Waterfront Plan supported the development of an outdoor sports field complex at the Benson Centre in combination with the relocation of fields away from waterfront lands. The development of a concept plan for this site is currently underway.
4. Consideration may also be given to redeveloping selected **neighbourhood parks** on a case-by-case basis.

Park renewal and development projects should be accompanied by public and stakeholder input, park-specific master plans, and business planning to obtain accurate costing associated with any capital works. The timing of these projects will be influenced by needs determined through consultation, demand indicators, and the availability of funding. Public consultation is essential as it helps to build a sense of ownership, ensure that the design responds to true community needs, and supports sustainable management of park assets.

Actions

62. Maintain a commitment to **universal accessibility, safety and comfort** within the City's parks and trails system by:
 - a) Regularly consulting with the City's Accessibility Advisory Committee and ensure compliance with the **Accessibility for Ontarians with Disabilities Act (AODA)**, recognizing that some parks and trails may include areas of natural terrain that are more difficult to access.
 - b) Undertaking and incorporating **accessibility audits** into the City's asset management planning to identify a multi-year strategy for addressing barrier-free compliance.
 - c) Engaging local police services to undertake a review of all parks and trails using **Crime Prevention Through Environmental Design (CPTED) principles** to identify safety concerns relative to access and sightlines.
 - d) Emphasizing the provision of amenities such as **washrooms, benches/seating areas, bike racks, and shade** (structures, tree canopy, etc.) in parks and along trails to address the needs of all age groups.
63. Provide a **balance of active and passive spaces** within the parks system to support all-season recreation and sports, casual use and unstructured play, special events, and cultural activities.
64. Support **outdoor education, stewardship and climate change mitigation initiatives** through the parks and open space system, such as tree plantings, naturalization efforts, community gardens, butterfly/pollinator parks, and adopt-a-park/trail programs, in conjunction with community partners.
65. Begin planning for **park renewal and redevelopment projects at Guindon Park, Lamoureux Park, and the lands surrounding the Benson Centre** by allocating funding in the City's long-term capital plan and undertaking additional public and stakeholder consultation. Additional detail is provided in the City's 2019 Waterfront Plan and the appendices of this Recreation Master Plan.

8. Implementation Strategy

Activation of the Recreation Master Plan is critical to its success. This requires coordinated efforts and a commitment from Council, staff, stakeholders, and the public, as well as a variety of funding options to implement the Plan. This section provides guidance on the Master Plan's implementation and high-level financial considerations.

8.1 Overview of Potential Funding Sources

To assist with implementation, several potential funding opportunities for capital investment – in addition to direct taxation – have been identified below. The City's Long-Term Financial Plan is also an important part of the budgeting framework as it is designed to encourage financial sustainability and should be referred to when making capital decisions.

Development Charges

Development charges (DC) are fees that are collected through the building process in order to address the growth-related infrastructure needs of a community, such as new or enhanced parks and recreation facilities (but not parkland acquisition). The City instituted Development Charges for the first time in 2018, with the residential charge being phased in annually. Through recent changes to the Development Charges Act, eligible capital projects may be fully funded through development charges (this amount was previously 90%). Funding limitations include replacement portions of facilities, historical service level deficiencies, or excess capacity as a result of the pre-emplacement of facilities. Some of the items identified in this Master Plan are partially or fully growth-related, thus will be eligible for Development Charge funding.

Parkland Cash-in-Lieu

The Planning Act establishes a framework for the dedication of parkland and possible alternatives, with implementation policies identified through official plans. One such alternative to land dedication is the conveyance of cash-in-lieu of parkland generated by development or redevelopment. At the City's discretion, cash-in-lieu may be used to purchase parkland, to acquire associated machinery or equipment and/or for parkland development. Recent changes to the Planning Act allow municipalities alternative options to collect funds for parkland through a community benefits charge, applicable to certain type of development and supported by local studies and by-laws.

Municipal Reserves

On occasion, municipalities may decide to set aside monies accrued from tax dollars or other revenue sources for special projects, such as the development or expansion of a specific community facility or park. In addition,

annual lifecycle reserves that are earmarked to fund the maintenance and state-of-good-repair of existing facilities are becoming more common. Industry standards suggest that 2% of the capital value of assets be put into a reserve annually. An asset management plan serves to identify all capital assets, their current condition, and when the asset or components should be refurbished or replaced. The City has implemented a fixed contribution to the Recreation Facilities Reserve with annual contributions growing consistently to \$1 million in 2025 and remaining flat for the remaining years of its Long Term Financial Plan.

Fundraising, Donations, and Sponsorships

The capital and ongoing operational costs of constructing parks and facilities are substantial and could place pressure on municipal budgets. Seeking assistance from the community to contribute resources towards the construction and/or operation of facilities and park amenities can be an effective way to provide services and spaces that are truly desired by residents. In the past, many local user groups and service clubs have collected donations and/or participated in fundraising for new facilities and this practice is expected to continue.

User Fees and Surcharges

User and rental fees for parks and recreation services and facilities vary widely depending on their target market and direct costs. Fees are lowest for those items that promote physical activity, social interaction and community benefits (e.g., parks, playgrounds, walking tracks, etc.), and highest for those that allow dedicated access and provide benefits to distinct individual (e.g., ice rentals, memberships, etc.). In certain cases, increases in user fees – such as through a project-specific surcharge – can be used to offset the costs associated with capital upgrades.

Debenture Financing

In cases where alternate sources of funding are unavailable, some municipalities have shown a willingness to finance a portion of major capital expenditures. Depending on the municipality's credit rating, this can be a more expensive funding alternative and can impact the future borrowing rate and fiscal capacity.

Ongoing Government Programs

One example of an ongoing government program is the Federal Gas Tax Fund, which provides municipalities with a long-term funding stream that can be used for the construction and rehabilitation of core public infrastructure, including roads, bridges, drinking water and wastewater infrastructure, and leisure facilities (e.g., trails, bike lanes, etc.). The City has allocated gas tax monies to several parks and recreation improvements in the past.

One-Time Grants

Municipalities often seek financial support from senior levels of government for major municipal capital projects. In 2017, the Federal budget made commitments towards infrastructure investments through the “Investing in Canada” Plan and – in partnership with the Provincial Government – the Community, Culture and Recreation Infrastructure funding stream opened in 2019 (amounting to over \$700 million across Ontario over 10 years, with up to 73.33% support for eligible municipal projects). While the presence of an approved Master Plan is often a requirement to securing grant funding, additional staff resources may be required to assist with monitoring and applying for grants.

Partnerships

To maximize benefits to the community, the City may consider engaging in collaborations or partnerships with the private sector, non-profit sector, or other levels of government to develop and/or operate various facilities and services. The City has had great success working in partnership with others in the past and has recently developed a partnership policy that provides guidance in this regard.

Cooperation between Municipal Neighbours

Cooperation between municipalities is important to the effective delivery of recreation and parks services, particularly those services or systems that transect political boundaries. Throughout Ontario, municipalities benefit from various types of cooperation, including joint services agreements that allow cost-efficient access to services by residents in another municipality. As a regional centre serving several rural townships, the City of Cornwall may benefit from continued discussions with its municipal neighbours regarding service planning.

Actions
66. Where appropriate and consistent with municipal policies and priorities, consider alternative funding and cost-sharing approaches such as (but not limited to) surcharges, capital reserve contributions, fundraising, grants, sponsorships, and various forms of collaboration to provide the best value to residents. 67. Use this Master Plan as a resource in developing the City’s annual budget documents, Development Charges, secondary plans and related studies. 68. Conduct feasibility studies and business plans (with input from the public) prior to undertaking major capital projects to ensure that projects are aligned with community needs, partnership opportunities and financial capacities.

8.2 Monitoring and Updating the Master Plan

The City should regularly review and assess, and periodically revise the recommended actions of the Recreation Master Plan to ensure that they remain reflective of local conditions and responsive to the changing needs of the community. This will require monitoring of activity patterns, tracking user satisfaction levels, regular dialogue with community organizations, annual reporting on implementation and short-term work plans, and undertaking a detailed ten-year update to the Plan. Through these mechanisms – or as a result of other internal or external factors – adjustment of resource allocations and priorities identified in this Plan may be required.

Reviewing the Plan requires a commitment from all staff involved in the planning, financing, and delivery of parks and recreation services, Council and the public. An appropriate time for this is prior to the annual budgeting process. The following steps may be used to conduct an annual review of the Master Plan:

- a) review of the past year (recommendations implemented, capital projects undertaken, success/failure of new and existing initiatives, changes in participation levels, issues arising from the public and community groups, etc.);
- b) identification of issues impacting the coming year (anticipated financial and operational constraints, emerging opportunities, etc.);
- c) cursory review of the Plan for direction regarding its recommended actions;
- d) preparation of a staff report to indicate prioritization of short-term projects and determination of which projects should be implemented in the coming year based upon criteria established by staff (e.g., financial limitations, community input, partnership/funding potential, etc.);
- e) communication to staff and Council regarding the status of projects, criteria used to prioritize projects and projects to be implemented in the coming year; and
- f) budget requests/revisions as necessary.

Actions
69. Develop a system for the regular monitoring, ongoing implementation and reporting on the progress of the Master Plan, such as the collection of participation data and annual reports to Council and/or the community. 70. Work with a re-established Recreation Advisory Committee to develop annual work plans for the Master Plan, with key priorities identified on a year-to-year basis. 71. Undertake a comprehensive review and update of the Recreation Master Plan to begin no later than 2030. Consideration may be given to accelerating the timeline to coincide with the planned Development Charges Update in or around 2027. Timing may also be adjusted based on the pace of implementation and changes in the community.

8.3 Timing and Priority of Recommended Actions

Throughout the body of this Master Plan, actions have been identified at the end of each subsection or topic area. By approving this Plan, the City is not bound to implementing every recommendation or providing facilities/services in the order, amount or timing indicated; rather, this Plan provides guidance on community priorities and sets a general course for meeting the needs as they are presently defined.

The timing of the actions proposed in this Master Plan recognizes the need for phased implementation and/or outside funding sources as some recommendations are based upon what is needed and not necessarily what may be financially achievable by the City at the present time. As part of the annual budget process, this Plan will be reviewed to identify areas where the availability of resources may affect the timing of implementation. Analysis of implementation options and budget implications should be undertaken prior to approving major projects.

The City has limited resources and cannot afford to do everything that the community desires; this is one of the primary reasons for undertaking a Master Plan in the first place. Although Cornwall may be challenged in providing the appropriate financial resources to meet the Master Plan's recommended actions, the City should make every reasonable effort to implement these strategies through appropriate and acceptable means. The full implementation of this Plan will require the use of development charges, grants, fundraising and/or collaborations with community partners.

Determining priorities is an exercise that should be revisited each year prior to the City's capital and operating budget development exercise. **It is expected that the City will make decisions on individual projects and funding sources annually through the budget process.**

In addition to funding availability, factors that might change priorities year to year may include:

- capital lifecycle and considerations of safety;
- legislation and mandated requirements;
- changes to service standards;
- public input and community interests;
- emerging trends and changes in participation rates;
- availability of alternate providers; and
- socio-demographic changes and growth forecasts.

Priority is often, but not always, synonymous with timing – the higher the priority, the sooner the action should be implemented. Priority has been determined based on an assessment of need, as identified throughout the planning process (including public engagement, trend and demographic analysis, assessments of amenities and services, etc.). Generally, municipalities seek to address the widest range of needs and achieve maximum community benefit through the efficient use of resources.



Within the tables that follow, the priority and timing of the recommended actions are organized into the following categories:

Priority

- **High Priority:** Immediate attention is strongly suggested during the timeframe recommended.
- **Medium Priority:** Attention is required when high priority actions have been initiated or completed, or when suitable partners have been identified for funding.
- **Lower Priority:** Attention is required when high and medium priority actions have been initiated/completed.

Timing

- **Short-term:** 2021 to 2023
- **Medium-term:** 2024 to 2026
- **Longer-term:** 2027 and beyond
- **Ongoing:** Guidelines and practices to be followed on a continual basis

Table 20: Recreation Master Plan – Implementation Strategy

Actions	Priority	Timing
Programs and Service Delivery (Section 5)		
Our Service Delivery System		
1. Align service delivery initiatives and decision-making with the priority areas of this Recreation Master Plan , which include: Active Living; Inclusion and Access; Connecting People and Nature; Supportive Environments; and Recreation Capacity.	High	Ongoing
Funding and Service Levels		
2. Regularly undertake internal reviews of existing services and emerging pressures , with comparisons to similar municipalities. Report these results to the community to illustrate the value of services to taxpayers.	Medium	Ongoing
Programming		
3. Continue to support a mixed program delivery model by undertaking recreation program planning in coordination with community partners and in response to local needs, with an emphasis on services that promote physical activity and social inclusion. In doing so, the City should expand drop-in programming for all ages, such as sports, fitness, and arts. Affordable registered programming opportunities for under-served groups should also be emphasized, including children/youth, older adults, persons with disabilities, and low-income households.	High	Ongoing

Actions	Priority	Timing
4. Work with other agencies to collectively measure the number of residents participating in recreation activities in Cornwall and establish goals and strategies to increase this percentage over time.	Medium	Medium-term
5. Promote awareness of the critical importance of outdoor play and local opportunities to enjoy the outdoors by integrating themes of healthy living and arts/culture/heritage into park designs, activities, and events. Support expanded park use and programming by local volunteers through community development activities, special event coordination, and challenging play opportunities.	High	Short-term
6. Develop a Long-Range Youth Plan – guided by the Play Works Partnership initiative – to maximize youth participation and support youth in leading engaged and healthy lifestyles.	Medium	Medium-term
7. Utilize “ older adult ” (not “senior”) and “ recreation ” (not “leisure”) as the preferred terms in all City publications (e.g., Community Guide), communication and promotion materials, signage, job descriptions.	Lower	Short-term
Access and Affordability		
8. Increase promotion and funding of the Recreation Financial Accessibility Policy in order to bolster universal access to physical activity and recreation opportunities.	High	Ongoing
9. Prepare a User Fee Study to establish a fair, equitable and transparent process for setting recreation and parks fees. This exercise should identify all direct and indirect costs and explore the use of cost recovery thresholds for various services and categories of users. The user fee policy should be reviewed every four years in collaboration with the Recreation Advisory Committee.	Medium	Short-term
10. Continue to offer free swimming opportunities and consider the costs and benefits of removing the fee for all public swimming hours at outdoor pools .	High	Ongoing / Short-term
Policies and Supports		
11. Undertake regular reviews of municipal recreation and parks policies and guidelines to ensure that they are up-to-date, accurate and appropriate. Steps should be taken to address gaps in policies and procedures, where applicable.	High	Ongoing
12. Develop a Public Art Policy that reflects community priorities and considers evolving social justice and cultural heritage matters.	Medium	Medium-term
13. Review and expand the Ice Allocation Policy to other facility types, while ensuring that fair and transparent access to facilities is afforded to all priority groups.	Medium	Short-term
14. Collect registration data annually from all organizations that use City parks and facilities. Monitor utilization to assist in tracking trends, changing demands and allocation.	High	Ongoing

Actions	Priority	Timing
15. Identify key performance indicators and targets that illustrate the value of recreation and parks services. This includes (but is not limited to) participation data and satisfaction levels for activities offered by the City and community.	Lower	Ongoing
16. Develop a five-year outlook for recreation and parks staffing and operations levels , with consideration to existing and emerging pressures (e.g., recreation programming, etc.), seasonal work, contract/part-time/full-time positions, shared duties, inter-departmental coordination, etc.	High	Medium-term
17. Develop a staff training plan for all service areas involved in recreation, parks and culture, supported by an annual budget allocation.	High	Medium-term
18. Reinstitute the Recreation Advisory Committee (expanded to include “Parks”) to assist in implementing this plan and advising on other matters within their mandate.	High	Short-term
19. Continue to utilize and enhance a variety of communication tools to promote and gather feedback on recreation and parks services and initiatives. Tools and strategies should reflect the continued development of new technologies, including social media, and explore new means to reach younger demographics.	High	Ongoing
20. Host regular workshops and information sessions (annually at minimum) with a broad range of organizations and service providers to enhance community awareness and discuss topics of interest.	Medium	Ongoing
21. Leverage the City's recently upgraded recreation management software to improve customer service, customer intelligence, marketing, trend tracking, and performance indicators.	Medium	Ongoing
Partnerships and Working Together		
22. Where appropriate, consider partnerships and sponsorship opportunities to reduce reliance on tax dollars in providing quality recreation and parks services in Cornwall.	High	Ongoing
23. Require proponents of unsolicited proposals for non-core services to prepare business plans for the City's consideration. Use a standard set of criteria to evaluate municipal participation in proposals from outside interests.	Medium	Ongoing
24. Continue to engage adjacent municipalities and public sector agencies (e.g., health unit, public library, school boards, post-secondary institutions, etc.) on initiatives that improve access to recreation services for Cornwall and area residents.	High	Ongoing
25. Create a volunteer recognition and awards program to celebrate outstanding achievements and contributions to recreation and parks services in Cornwall.	Lower	Medium-term

Actions	Priority	Timing
Facilities (Section 6)		
Indoor Pools		
26. Continue to support initiatives that maintain the Cornwall Aquatic Centre as the premier indoor aquatic facility in the region. Possible capital improvements include the addition of a multi-purpose room and change room upgrades.	High	Ongoing
Arenas (Ice Pads)		
27. Continue to monitor ice registration and rental levels, as well as arena supplies in surrounding municipalities in order to inform a more detailed review of arena needs and provision strategies during the next Master Plan review.	Lower	Ongoing
Gymnasiums		
28. Add a gymnasium to the Benson Centre to accommodate additional court sports, activities and events, as supported by previous planning studies.	High	Medium-term
Halls and Multi-Purpose Space		
29. Maintain and update as necessary the halls and multi-use spaces at the Civic Centre and Benson Centre to support municipal programming, community rentals, and special events.	High	Ongoing
Art and Culture Facilities		
30. Continue to work collaboratively with the arts and cultural community to realize the vision for the Cornwall Arts and Cultural Centre .	High	Short-term
Non-municipal Facilities		
31. Prepare a business plan to explore opportunities, benefits and costs of adding a limited range of fitness equipment at the Benson Centre and/or Civic Complex to support physical wellness and dryland training activities.	Medium	Medium-term
Playgrounds		
32. Provide playgrounds in selected new subdivisions (e.g., East Ridge, Bellwood Ridge) based on a minimum threshold of one playground within 800-metres of residential areas. The service area should account for major pedestrian barriers such as highways, railways, and watercourses.	High	Short-term
33. Install full playgrounds in or near Joe St. Denis Park and Terry Fox Memorial Park . An assessment of available opportunities should be undertaken to determine preferred playground locations.	Medium	Medium-term

Actions	Priority	Timing
34. Increase the City's annual budget for playground replacement (sufficient to address two locations per year), including funding for associated landscaping, site furniture, supporting amenities, and hard surface pathways to all playgrounds. Greater variety in play features and designs should be encouraged.	High	Short-term
35. Incorporate barrier-free components and appropriate surfaces within new and replacement playgrounds. As a pilot project, the City may consider natural/adventure play components that incorporate the existing landscape and natural materials to encourage challenging play experiences, creativity, and age-appropriate risk-taking behaviour.	Medium	Ongoing
Ball Diamonds		
36. Improve ball diamonds in Adams and Broadview Parks to accommodate youth play, allowing for greater adult use of larger diamonds in other City parks.	High	Short-term
37. Continue to explore and evaluate long-term options for developing ball diamonds on the lands adjacent to the Benson Centre and relocate youth play from the Legion Park fields, as recommended in the Waterfront Plan. Ongoing consultation with users and the community is required, as is a concept plan (underway) and business plan to assess potential cost impacts.	Medium	Long-term
Soccer, Football and Multi-use Fields		
38. Install a multi-use artificial turf field with lights at the Benson Centre . The field should be thoughtfully located to benefit from the shared parking and support amenities within the recreation centre. This project should coincide with the removal of the football field from Joe St. Denis Park, for which future use options should be evaluated further.	Medium	Medium-term
Tennis and Pickleball Courts		
39. Undertake resurfacing and lighting improvements at all municipal tennis court sites , as identified in the City's long-term capital budget.	High	Ongoing
40. Monitor and modify tennis court schedules to accommodate pickleball demand in the short-term. Over the longer-term, pursue the development of a dedicated pickleball complex (supported by washrooms, shade, and nearby parking), possibly at the City-owned site on Saunders Drive. Consider a cost-sharing arrangement with pickleball clubs to offset capital costs.	High	Short to Longer-term
Outdoor Rinks and Ball Hockey Pads		
41. Continue to promote the volunteer ice rink program and seek innovative models of recruiting and supporting volunteers. Track usage at each location to assess trends over time.	High	Ongoing
42. Evaluate options for establishing an artificial rink or trail through a business plan in the longer-term.	Lower	Longer-term

Actions	Priority	Timing
Skateboard Parks and BMX/Bike Tracks		
43. Work with the skatepark sub-committee to explore locations and options for replacing the existing skate park at Optimist Park.	High	Short to Medium-term
44. Work with the Cornwall BMX Club to explore options for improving the existing BMX track , including extending servicing to the site to enhance usage.	Lower	Short to Medium-term
Outdoor Pools		
45. Assess existing pools on a regular basis and evaluate for removal from service only at such time that they require significant capital repairs. Additional outdoor pools are <u>not</u> recommended.	High	Ongoing
46. Initiate a pool enhancement and redevelopment program to improve the quality and longevity of outdoor pools and their support structures, with a focus on high needs areas. Significant accessibility upgrades and modernization initiatives should be undertaken at Mattice, St. Francis and Reg Campbell Pools . Over time, these pools should be enlarged or redeveloped to provide multi-functional designs with beach entry, water features, accessible changerooms, more deck space, shade, heated water, modern mechanical systems, etc. The City's ongoing structural audit will provide additional information to guide investment decisions.	High	Short to Longer-term
47. Consider low usage levels, rising capital and operating requirements, and overlapping service areas when looking to repurpose outdoor pools to other park-based uses. St. Joseph and Terry Fox Pools are recommended for repurposing to other amenities or closure once they become cost prohibitive to repair, subject to additional study on capital requirements.	High	Short to Longer-term
48. Consult the community further regarding the outdoor pool recommendations, along with the location and design of redeveloped pools and splash pads.	High	Ongoing
Splash Pads		
49. Install a splash pad (and support building) at Menard Park to improve service to East Cornwall.	High	Short-term
Off-Leash Dog Parks		
50. Develop a municipal off-leash dog park , guided by a site evaluation exercise. Priority should be placed on park sites that are accessible, compatible, feasible, and supported by the community.	High	Short-term
Recreational Trails		
51. Update the City's 2010 Bicycle and Pedestrian Master Plan (Active Transportation Plan) to establish a new vision and implementation program for the City's on and off-road pedestrian and cycling network.	Medium	Medium-term

Actions	Priority	Timing
Parkland (Section 7)		
Parkland Inventory		
52. Update the parks inventory database and mapping regularly to assist in the assessment of parkland requirements by park type and location.	Medium	Ongoing
Parkland Policy		
53. Update the Official Plan and parkland dedication policies to reflect changing legislation (e.g., Bill 197) and to provide the City with a wider range of tools for parkland dedication and cash-in-lieu.	High	Short-term
54. Review and update the City's cash-in-lieu land values for parkland dedication to ensure that they represent fair market value and enable the City to appropriate fund parkland acquisition and/or improvement.	High	Short-term
55. In areas where the supply of parkland is adequate, prioritize the use of cash-in-lieu for parkland improvements , ideally in the vicinity of the development that generated the contribution.	High	Ongoing
56. Through the Subdivision Manual, formalize requirements for parkland acceptability, design requirements, and developer responsibilities , including for neighborhood park and trail development.	High	Short-term
Parkland Needs and Acquisition		
57. Establish a growth-related parkland target of 2.0 hectares per 1,000 residents to guide future provision. The City may secure additional parkland to achieve the following objectives: a) address growth-related needs, with a focus on achieving an equitable distribution of parkland; b) enhance public access to the waterfront, such as Seaway lands (Canal) and Maligne Point; c) establish linear/trail connections vital to expanding the active transportation network (e.g., utility corridors, rights-of-way, valley lands, etc.); and/or d) expand existing community and city-wide parks where necessary to provide additional recreational amenities, based on demonstrated needs.	High	Ongoing
58. Review parkland dedication evaluation and tracking protocols between the Parks, Recreation and Planning Divisions.	Medium	Short-term
59. Where necessary to supplement municipal parks and open spaces, work with area school boards and other recreation service providers to maximize community access to quality outdoor parks and recreation amenities on non-municipal sites.	Medium	Ongoing

Actions	Priority	Timing
Open Space Planning		
60. As opportunities arise, evaluate the potential to secure and/or protect open space lands that provide important connections between parks and other public areas, having regard to the Official Plan and partner agency requirements.	Medium	Ongoing
61. Foster and support initiatives that enhance outdoor education and recreation (e.g., interpretive displays/signs and learning opportunities, compatible forms of public access and trails, etc.) within the open space system (e.g., Guindon Park) and in conjunction with partners (e.g., Raisin Region Conservation Authority, etc.).	Medium	Ongoing
Park Maintenance, Design and Renewal		
62. Maintain a commitment to universal accessibility, safety and comfort within the City's parks and trails system by: a) Regularly consulting with the City's Accessibility Advisory Committee and ensure compliance with the Accessibility for Ontarians with Disabilities Act (AODA), recognizing that some parks and trails may include areas of natural terrain that are more difficult to access. b) Undertaking and incorporating accessibility audits into the City's asset management planning to identify a multi-year strategy for addressing barrier-free compliance. c) Engaging local police services to undertake a review of all parks and trails using Crime Prevention Through Environmental Design (CPTED) principles to identify safety concerns relative to access and sightlines. d) Emphasizing the provision of amenities such as washrooms, benches/seating areas, bike racks, and shade (structures, tree canopy, etc.) in parks and along trails to address the needs of all age groups.	High	Ongoing
63. Provide a balance of active and passive spaces within the parks system to support all-season recreation and sports, casual use and unstructured play, special events, and cultural activities.	High	Ongoing
64. Support outdoor education, stewardship and climate change mitigation initiatives through the parks and open space system, such as tree plantings, naturalization efforts, community gardens, butterfly/pollinator parks, and adopt-a-park/trail programs, in conjunction with community partners.	High	Ongoing
65. Begin planning for park renewal and redevelopment projects at Guindon Park, Lamoureux Park, and the lands surrounding the Benson Centre by allocating funding in the City's long-term capital plan and undertaking additional public and stakeholder consultation. Additional detail is provided in the City's 2019 Waterfront Plan and the appendices of this Recreation Master Plan.	High	Short to Longer-term

Actions	Priority	Timing
Implementation Strategy (Section 8)		
Overview of Potential Funding Sources		
66. Where appropriate and consistent with municipal policies and priorities, consider alternative funding and cost-sharing approaches such as (but not limited to) surcharges, capital reserve contributions, fundraising, grants, sponsorships, and various forms of collaboration to provide the best value to residents.	High	Ongoing
67. Use this Master Plan as a resource in developing the City's annual budget documents, Development Charges, secondary plans and related studies.	High	Ongoing
68. Conduct feasibility studies and business plans (with input from the public) prior to undertaking major capital projects to ensure that projects are aligned with community needs, partnership opportunities and financial capacities.	High	Ongoing
Monitoring and Updating the Master Plan		
69. Develop a system for the regular monitoring, ongoing implementation and reporting on the progress of the Master Plan, such as the collection of participation data and annual reports to Council and/or the community.	High	Ongoing
70. Work with a re-established Recreation Advisory Committee to develop annual work plans for the Master Plan, with key priorities identified on a year-to-year basis.	High	Ongoing
71. Undertake a comprehensive review and update of the Recreation Master Plan to begin no later than 2030. Consideration may be given to accelerating the timeline to coincide with the planned Development Charges Update in or around 2027. Timing may also be adjusted based on the pace of implementation and changes in the community.	High	Ongoing



Appendix A – Summary of 2009 Recreation Master Plan Strategic Actions

The City of Cornwall's Recreation Master Plan is a strategic planning document that sets out the needs and priorities for recreation facilities; programs and activities; and parks and open space to the year 2020. Key strategic actions are listed below:

Recreation Facilities

- Construct additional indoor multi-purpose space (e.g., gymnasium) as an addition to an existing building
- Continue to implement the Waterfront Plan
- Prepare a Master Plan for Bicycling and Walking
- Provide lighting for ball fields in Reg Campbell Park
- Provide a skateboard park in the East end
- Develop Guindon Park for passive recreation
- 10-year continuing budget for upgrading existing playgrounds – Reg Campbell Park is a priority (past budget levels in this area will not support future replacement needs. Further funding is required in the term of this plan)
- Explore possibility of additional soccer fields at new arena site
- Provide one additional outdoor multi-use court
- Restructure aquatic facilities to comprise a combination of the Aquatic Centre, outdoor pools and splash pads in neighbourhood parks
- Create an Arts Council or Arts Committee
- Work with arts and culture community to optimize use of public space
- Improve access by physically challenged to public recreation facilities

Recreation Programs

- Focus on seniors, youth aged 11 – 20 years and persons with disabilities
- Focus on wellness and active living for seniors
- Address childhood obesity issues means such as reviewing food offered at City facilities

Service Delivery

- Review City website and revise recreation programming information
- Approach Service Club Committee and other volunteer groups for partnerships
- Use tools available to measure Department's performance and obtain public feedback on recreation programs
- Negotiate with School Boards for use of facilities

Parkland

- Create a hierarchy of parkland in Official Plan
- Address timing of parkland conveyance in new subdivisions
- Require security deposits for park development in new subdivisions
- Implement an enclosed off-leash dog park
- Consider allowing dogs on leashes in up to four passive parks on a two-year trial basis

Subject	ID #	Strategic Actions	Priority	Timeline	Capital Cost Implications	Status	Comments
Outdoor Pools	1	Continue in operation St. Francis de Sales, Terry Fox, Mattice, St. Joseph, and Reg Campbell Parks large outdoor pools	High	N/A	None	Ongoing	All 5 pools are in operation for summer 2020
	2	Phase out of operation Riverdale and Kinsmen Parks large outdoor pools and install a new splash pad in Riverdale Park	Low	TBD	\$340,000 - \$420,000	Completed	
	3	Continue in operation St. Francis de Sales, Terry Fox, Mattice and Reg Campbell Parks wading pools	High	N/A	None	Ongoing	All 5 pools are in operation for summer 2020
	4	Convert St. Joseph Park unfiltered wading pool to a filtered wading pool	High	Short term	\$20,000	Completed	
	5	Phase out of operation Adams and Alexander Parks wading pools	Low	Long term	\$10,000 / pool	Completed	
	6	Phase out of operation Kinsmen Park wading pool	Low	Long term	\$10,000	Completed	
	7	Phase out of operation St. Therese Park wading pool and install a new splash pad.	Low	Long term	\$160,000	Completed	
	8	Explore Service Club Committee partnership	High	Short term	None	Ongoing	
Multi-Purpose Community and Program Spaces	1	Prepare a feasibility study, business plan and design concept for additional multi-purpose recreational space as an addition to an existing building	High	Short term	\$200,000	Completed	Design for a new addition to the Civic Complex was previously completed and tendered. The project was cancelled when the tender came in over budget
	2	Verify all facility components	High	Short term	None	Completed	
	3	Construct additional indoor multi-purpose recreation space as an addition to an existing recreation building	High	Long term	\$1,800,000 - \$2,000,000	No Action	Need for a gymnasium and additional activity space remains outstanding
Child and Youth Leisure Spaces	1	Provide a dedicated youth space in the additional multi-purpose recreation space	High	Short term	TBD	No Action	
	2	Involve youth in feasibility study	High	Short term	None	No Action	
	3	Undertake a survey of youth every 5 years	Medium	Long term	None	No Action	
Older Adult and Senior Spaces	1	Provide a dedicated older adult / senior space in the additional multi-purpose recreation space	High	Short term	TBD	No Action	
	2	Focus on wellness and active living programs	High	Short term	None	Ongoing	
Waterfront Development	1	Continue to implement the Waterfront Plan 2007	High	Ongoing	Unknown	Ongoing	

Subject	ID #	Strategic Actions	Priority	Timeline	Capital Cost Implications	Status	Comments
Bikeways, Pathways and Trails	1	Prepare a Master Plan for Bicycling and Walking	High	Short term	\$90,000	Completed	Bicycle and Pedestrian Master Plan completed in 2010
	2	Design trails for multi-seasonal use	High	Short term	None	Ongoing	
	3	Integrate new subdivision designs and trail network	Low	Long term	None	Ongoing	Pedestrian and bicycle path links are integrated into new subdivision design through the subdivision approval process
	4	Continue to reinvest in maintenance and upkeep of bikeways, pathways and trails in order to create a long- term sustainable transportation system	Medium	Long term	\$50,000 /yr	Ongoing	The City budgets \$50,000 annually for maintenance of the City's bicycle path network
Soccer Fields	1	Create a concept plan for the three-pad arena including soccer fields	High	Short term	None	Completed	Benson Centre developed without soccer fields
Ball Fields	1	Provide lighting of two ball fields in Reg Campbell Park	High	Short term	\$100,000	Completed	
	2	Create a concept plan for Legion Park	Low	Long term	None	Ongoing	Originally initiated by the Waterfront Committee, but subsequent committee did not support the design concept, so the design was halted. The new Waterfront Plan contains recommendations regarding proposed development of Pointe Maligne (Legion Park)
Multi-use Courts	1	Provide a minimum of one multi-use court	Medium	Short term	\$15,000	Completed	A basketball court was installed at Kinsmen Park after the pool was removed
Playgrounds	1	Create a 10-year continuing capital budget for redevelopment and upgrade of existing playgrounds; replace play structures at a rate of two per year with priority to the replacement of the play structure in Reg Campbell Park	High	Ongoing	\$50,000 / year	Ongoing	The City has been replacing its play structures at a rate of one per year (two structures replaced every two years)
	2	Follow CSA Guidelines and continue playground inspections	High	Ongoing	None	Ongoing	
	3	Develop a standardized list of recreation equipment to be provided in parks	High	Short term	None	No Action	

Subject	ID #	Strategic Actions	Priority	Timeline	Capital Cost Implications	Status	Comments
	4	Ensure that developers continue to provide the type of recreation equipment required by the City	High	Ongoing	None	Further Review Required	Developers are charged a playground equipment fee, but the fee rate should be reviewed as it is not sufficient to cover actual costs
	5	Incorporate barrier free access into park development designs	High	Ongoing	None	Ongoing	
Football Fields	1	Explore options for the location of football fields	Medium	Short term	None	Further Review Required	
	2	Create a concept plan for Bob Turner Memorial Centre site	Medium	Short term	\$10,000	No Action	The City is re seeking to consolidate recreation facilities where possible. Bob Turner site is being considered for private development provided that a suitable alternative location for Joe St. Denis can be found.
Skateboard Parks	1	Provide one new skateboard park in the East End area	High	Short term	\$150,000	No Action	Current skateboard users are advocating for one centrally located skateboard park to replace the existing skateboard park
	2	Consult with youth and other future users	High	Short term	None	No Action	
	3	Provide introductory-level skate zones in neighbourhood parks	Medium	Short term	See Service Delivery 6	No Action	
Marina 200	1	Work with the Federal Government to maintain and enhance the Marina	Medium	Ongoing	TBD	Ongoing	
Guindon Park	1	Build on the theme of Guindon Park as a natural area and a place for passive recreational activities	Medium	Long term	None	No Action	
	2	Expand picnic areas, improve walking / running trails; add new play structures	Medium	Long term	\$100,000	Completed	There is a play structure in Guindon Park (install date not certain)
Off-Leash Dog Park	1	Implement an off-leash dog park complete with fencing enclosure	Medium	Short term	\$25,000	No Action	An off-leash dog park is in the 10 year capital project forecast and is supported by the 2019 Waterfront Plan
Allow Dogs On-Leash In Designated Parks	1	Consider allowing dogs on leashes in a maximum of four passive recreation parks on a two year trial basis	Medium	Short term	None	Completed	

Subject	ID #	Strategic Actions	Priority	Timeline	Capital Cost Implications	Status	Comments
Other Facilities	1	Examine requests as they arise	Low	Ongoing	None	Ongoing	
Arts and Culture	1	Initiate the creation of an Arts Council or Arts Committee	High	Ongoing	None	Completed	Arts and Culture Committee is not currently active. The Recreation Advisory Committee and Arts and Culture Committee may be reinstated as one committee
	2	Continue to work with the arts and culture community to optimize the use of existing public space				Ongoing	
	3	Consider rehearsal space in the design of the additional multi-purpose recreation space	High	Short term	TBD	Ongoing	Arts and Culture Centre project underway
	4	Develop a Public Art Policy	High	Short term	None	No Action	
Recreation Programs	1	Focus on seniors, youth, and persons with disabilities	High	Ongoing	None	Ongoing	
	2	Focus on wellness and active living programs for seniors	High	Ongoing	None	Ongoing	
	3	Expand the number of programs offered for youth 11 to 20 years old	High	Ongoing	None	Ongoing	
	4	Address childhood obesity issues	High	Ongoing	None	Ongoing	
	5	Improve access to public buildings and recreational facilities	High	Short term	See Service Delivery 6	Ongoing	
	6	Develop a program participant feedback form	Medium	Short term	None	No Action	
Service Delivery	1	Use tools available to measure the Department's performance	Medium	Long term	None	No Action	
	2	Continue to complete an annual inspection of public recreation facilities	High	Short term	None	No Action	
	3	Complete a building condition survey of recreation buildings that will remain during the period of the Plan	High	Short term	None	Completed	
	4	Develop policies and procedures to fill in gaps in legislation toward facility maintenance	Medium	Long term	None	Ongoing	
	5	Review field maintenance practices	Medium	Long term	None	Ongoing	

Subject	ID #	Strategic Actions	Priority	Timeline	Capital Cost Implications	Status	Comments
	6	Develop a continuing 10-year capital budget for general park upgrades	High	Ongoing	\$250,000 / year	Ongoing	
	7	Increase programming supply	High	Short term	None	Ongoing	
	8	Negotiate with school boards for use of facilities	Low	Long term	None	Ongoing	
	9	Investigate new revenue producing strategies	Medium	Ongoing	None	Ongoing	
	10	Expand website	Low	Long term	None	Ongoing	
	11	Maintain regular contact with potential partnership organizations	Medium	Ongoing	None	Ongoing	
	12	Monitor the progress of implementation of the Master Plan	High	Ongoing	None	Ongoing	
	13	Review Master Plan by 2020	Low	Long term	\$80,000	Completed	MP Update in progress (2020)
	14	Where appropriate, consult with neighbouring municipalities to explore possible partnerships for any major new capital projects	Low	Ongoing	None	Ongoing	
	15	Review and update the Vision Statement of the Recreation Branch	High	Short term	None	Further Review Required	
Parkland	1	Establish parkland target	High	Short term	None	Completed	Included in Official Plan
	2	Establish parkland hierarchy	High	Short term	None	Completed	Included in Official Plan
	3	Establish neighbourhood parks standards	High	Short term	None	No Action	
	4	Establish catchment areas for neighbourhood parks	High	Short term	None	Completed	Included in Official Plan
	5	Establish a 10-year capital budget for park development in new subdivisions	High	Short term	\$25,000 / year	No Action	
	6	Timing of parkland dedication in new subdivisions	Medium	Short term	None	No Action	
	7	Require security deposits for park development in new subdivisions	Medium	Short term	None	Completed	see subdivision manual

Appendix B – Detailed Community Survey Results

See following pages.

Appendix C – Outdoor Pool Assessment

Introduction

Outdoor pools provide affordable public swim opportunities during the warm summer months and have long been a staple of the City's offerings. These pools are largely used for drop-in recreational swimming and – to a lesser degree – instructional programs, and occasional special activities and events. They are well used by local communities, with many children walking or biking to them. Free public swim times are consistently the most popular programs.

The City's outdoor pools were built decades ago and are aging. Older pools have barriers that keep them from being used more widely, such as the absence of accessibility features (e.g., lifts, ramps, washrooms, etc.), lack of heated water, and an overall modern aquatic experience. As a result, two pools and four wading pools have been closed in the last decade, with some being replaced with splash pads.

Visits to the City's outdoor pools have been relatively steady in recent years, but there remains capacity for greater use. Due to their seasonal nature, outdoor pools also have a limited window for use. Weather conditions can vastly affect attendance at outdoor pools each year, although weather patterns are trending toward warmer summers. Along with splash pads, outdoor pools offer opportunity for cooling during heat alerts.

The City is currently in the process of undertaking a structural review of the concrete basin at each of Cornwall's municipal outdoor pools. This process is necessary given that the City has identified that each basin is nearing the end of their life expectancy and increasingly more repairs are required prior to the start of each season. The findings of this review will be considered along with the Master Plan's findings to develop a long-term plan for Cornwall's outdoor pool supply.

Inventory

Cornwall provides five outdoor pools (each with a separate wading pool), which translates into a service level of one outdoor pool per 9,720 residents – a significantly higher provision level than the City's municipal comparators (one per 164,900 residents, on average). Belleville and Kingston are the only two comparator municipalities that provide a public outdoor pool (one in each city), with service levels ranging between one outdoor pool per 50,800 to 124,000 residents, respectively. Peterborough and Kingston are the only two cities that still provide wading pools, with service levels of one wading pool per 66,000 and 124,000 residents, respectively.

Cornwall's outdoor pools and wading pools are complemented by an indoor aquatic centre and three splash pads, yielding a service level of one indoor complex per 48,600 residents and one splash pad per 16,200 residents. These levels of provision are also higher compared to the benchmarking group, suggesting that residents have a wide variety of opportunities to participate in aquatic activities.

Table 21: Municipal Aquatic Facilities Benchmarking

Municipality	Indoor Pools		Outdoor Pools		Wading Pools		Splash Pads	
	Number	Per Capita	Number	Per Capita	Number	Per Capita	Number	Per Capita
Belleville	1	50,800	1	50,800	0	n/a	3	17,000
Brockville	0	n/a	0	n/a	0	n/a	1	21,400
Kingston	1	124,000	1	124,000	1	124,000	9	13,800
North Bay	0	n/a	0	n/a	0	n/a	1	51,600
Peterborough	1	82,100	0	n/a	4	20,600	5	16,500
Group Average	0.6	109,900	0.4	164,900	1	66,000	3.8	17,400
Cornwall	1	48,600	5	9,720	5	9,720	3	16,200

Source: Monteith Brown Planning Consultants

Population Source: 2018 Financial Information Returns

Notes: Kingston's outdoor pool is multi-tank aqua park.

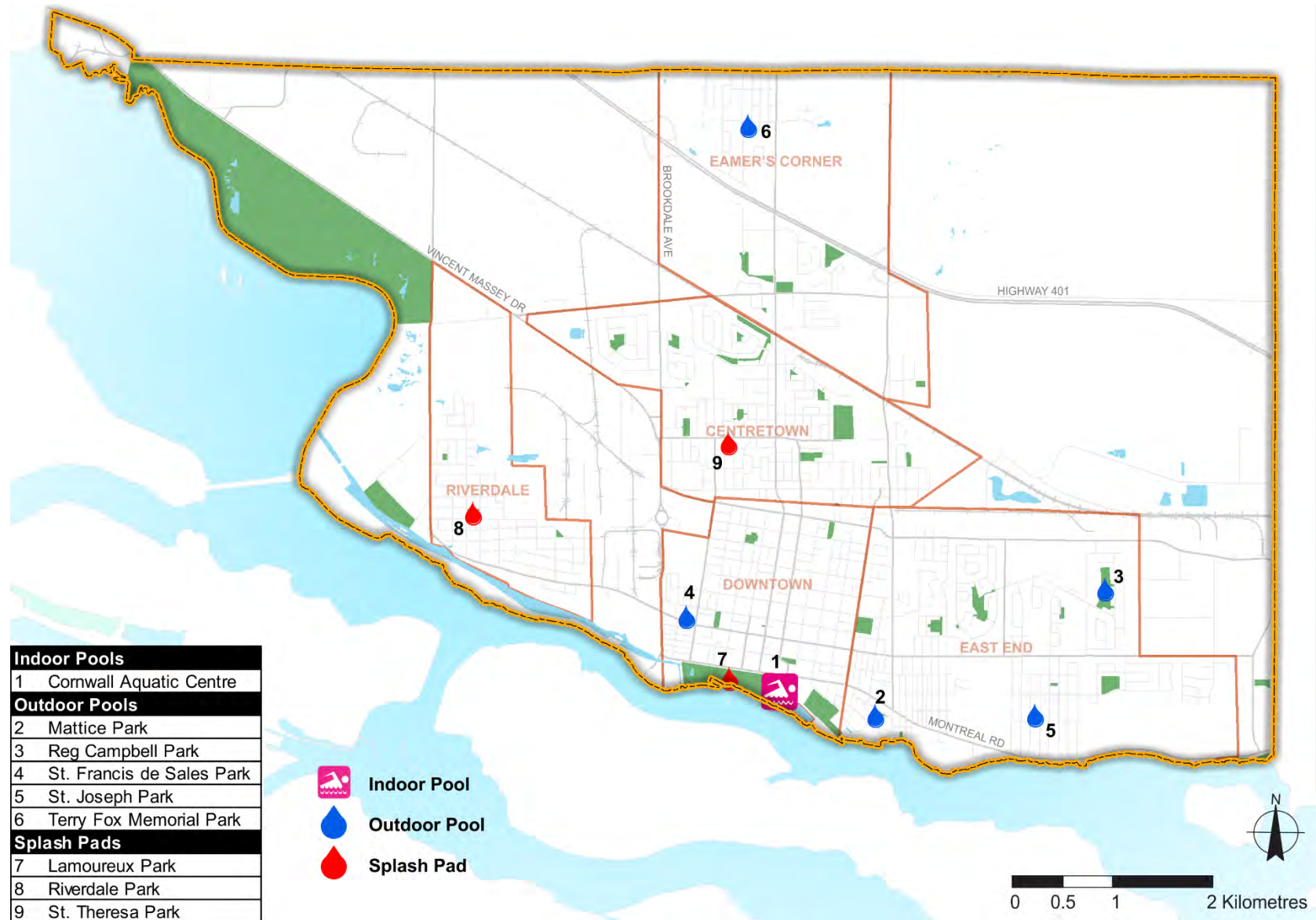
There is little variation between the City of Cornwall's outdoor pools as they share a standard design template consisting of an unheated, five-lane, 25-metre tank with supporting amenities including an attached wading pool and a change room. All five pools are approaching the end of their life expectancy as they were built within a 14-year period and increasingly require more repairs at the beginning of each season.

Since the 2009 Master Plan, Cornwall's outdoor pool supply has been reduced from seven locations as the City phased out the outdoor pools at Riverdale Park and Kinsmen Park, as well as several wading pools. The outdoor pool at Riverdale Park was replaced with a splash pad and another splash pad was added at St. Theresa Park.

Table 22: Outdoor Pool Supply, City of Cornwall

Pool Location	Year Constructed	Length (Metres)	Lanes	Wading Pool	Change Room / Washroom	Heated	Accessibility
Mattice Park	1975	25	5	Yes	Yes	No	Limited accessible features (washroom)
Reg Campbell Park	1974	25	5	Yes	Yes	No	No accessible features
St. Francis de Sales Park	1979	25	5	Yes	Yes	No	No accessible features
St. Joseph Park	1967	25	5	Yes	Yes	No	No accessible features
Terry Fox Memorial Park	1981	25	5	Yes	Yes	No	No accessible features

Figure 32: Distribution of Aquatic Facilities



Usage and Revenue

All outdoor pools operated by the City of Cornwall are open from the last weekend in June to Labour Day weekend (9 to 10 weeks per year). Pool usage data (including registered swim programs and public swims) between 2011 and 2019 was supplied by the City and is summarized below.

It is important to recognize that there are a number of factors to be considered in reviewing the usage data. For example, the outdoor pool at Riverdale Park was closed after 2013, which was consistent with direction contained in the City's 2009 Recreation Master Plan. Attendance at Cornwall's outdoor pools may also fluctuate year-to-year due to unfavourable weather conditions. Lastly, participation levels may be impacted by the availability of staffing and pool schedules as not all locations are open every day.

Summary:

Overall attendance to Cornwall's outdoor pools has declined by 4% between 2011 and 2019, with annual fluctuations that are often weather dependent. This equals an average of approximately 60 visits per day to each pool during the summer months. Users are predominantly children age 12 year and under; only 4% of public swim participants were seniors. During this nine-year timeframe:

- **Registered swim lessons** increased modestly by 4%. In 2019, the system-wide fill rate was 30%, indicating ample capacity to accommodate additional instructional registrants.
- **Free and fee-based public swim attendance** decreased by 9% and 3%, respectively.
- **Free public swims** have consistently been the most popular program, representing approximately three-fifths of all outdoor pool visits each year. In contrast, visits for registered swim lessons comprise approximately 35% of all visits.
- Attendance at the **Mattice outdoor pool** experienced the most growth, increasing by 138% and had the greatest number of visits of any pool in 2019.
- Visits to the **Terry Fox outdoor pool** declined by 20% and had the fewest number of visits of any pool in 2019.

In terms of financial performance:

- Cornwall's outdoor pools generated \$42,628 in **revenue** in 2019, a growth of 79% from 2016. The increase in revenue is primarily due to an increase in internal transfers relative to the City's subsidy program and other one-time revenue sources and ticket purchases.
- In 2019, the total **operating cost** (facility and programming costs) of all outdoor pools was \$740,246, for a net operational expenditure (operating costs minus revenue) of \$697,618 and an increase of 18% from 2016.
- In 2019, the average **net operating cost per pool** was \$139,524. This same year, the pools recovered 5% of their costs through fees.

Total Outdoor Pool Attendance

In 2019, Cornwall's outdoor pools had a total of 19,563 visits in registered lessons and public swims, for an average of just over 3,900 visits per pool. **This total represents a 4% decrease from 860 participants in 2011.** Assuming an operating season of approximately 65 days per year, the average daily attendance was 60 people per location in 2019. By contrast, the Cornwall Aquatic Centre attracted approximately 250 visits per day on average in 2019 (based on a full calendar year minus statutory holidays).

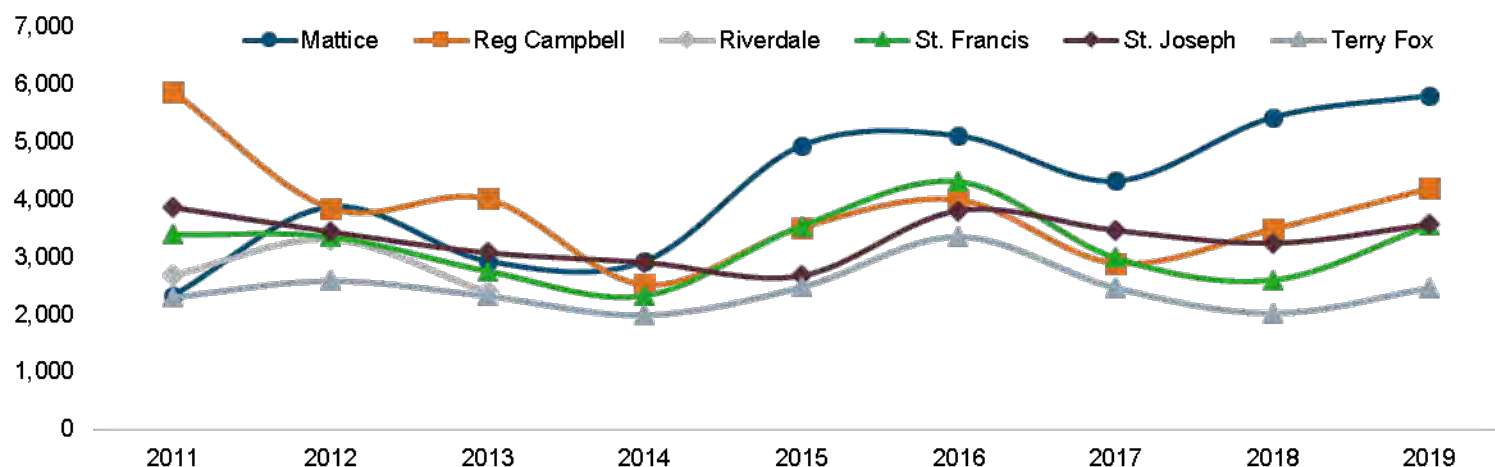
Between 2011 and 2019, the following trends were observed:

- The Mattice outdoor pool was the most popular location in 2019. Attendance at this outdoor pool had the largest increase, growing one-and-a-half fold to 5,806 participants. Visits to the St. Francis and Terry Fox outdoor pools also increased by 5% and 7%, respectively.
- While participation at the Reg Campbell outdoor pool declined by 1,676 attendees (-29%), it was the second most popular location with 4,194 attendees in 2019. Attendance at the St. Joseph outdoor pool also decreased by 297 visits (-8%).
- The Terry Fox outdoor pool had the lowest attendance level in 2019 with 2,453 attendees.
- Total outdoor pool attendance has increased for each of the past two years (2017 to 2019).

Table 23: Total Outdoor Pool Attendance by Location, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	2,332	3,870	2,929	2,924	4,933	5,104	4,318	5,424	5,806	3,474	149%
Reg Campbell	5,870	3,846	4,006	2,515	3,512	3,987	2,890	3,479	4,194	-1,676	-29%
Riverdale	2,680	3,303	2,380	Closed						-	-
St. Francis	3,383	3,346	2,752	2,324	3,534	4,306	2,982	2,595	3,547	164	5%
St. Joseph	3,860	3,435	3,070	2,904	2,672	3,803	3,461	3,237	3,563	-297	-8%
Terry Fox	2,298	2,580	2,315	1,984	2,470	3,345	2,460	2,017	2,453	155	7%
Total Visits	20,423	20,380	17,452	12,651	17,121	20,545	16,111	16,752	19,563	-860	-4%

Figure 33: Total Outdoor Pool Attendance by Year, 2011-2019



Attendance by program type is summarized below. **Between 2011 and 2019, free public swims have consistently been the most popular program, representing approximately three-fifths of all outdoor pool visits each year.** Fee-based public swims generally make up approximately 16% of all program participants, while registered swimming lessons make up about one-quarter of all visits. These trends are generally consistent with broader national trends that suggests that there is a preference for unstructured and casual recreation pursuits that do not require advanced registration. Further, these statistics also support the position that the indoor Cornwall Aquatic Centre is the City's primary venue for registered swimming activities.

Table 24: Total Outdoor Pool Attendance by Program Type, 2011-2019

Activity Type	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Registered Swim Lessons	499	588	502	292	373	407	414	365	532	33	7%
Registered Swim Visits (approx. 10 visits per session)*	4,713	4,816	4,442	2,636	2,827	3,834	3,633	3,881	5,126	413	9%
Free Public Swims	12,405	12,747	10,939	8,203	11,529	13,608	10,397	10,085	11,240	-1,165	-9%
Fee-Based Public Swims	3,305	2,817	2,071	1,812	2,765	3,103	2,081	2,786	3,197	-108	-3%
Total Visits	20,423	20,380	17,452	12,651	17,121	20,545	16,111	16,752	19,563	-860	-4%

* may also include attendance from special events

Figure 34: Total Outdoor Pool Attendance by Program Type, 2011-2019

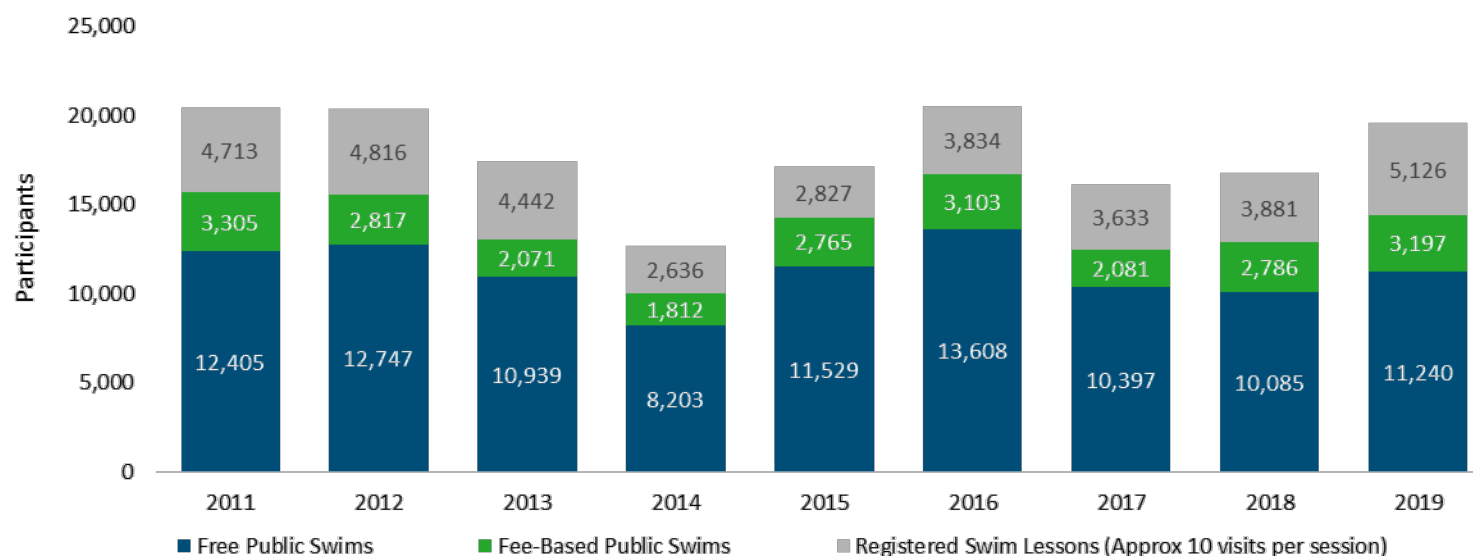
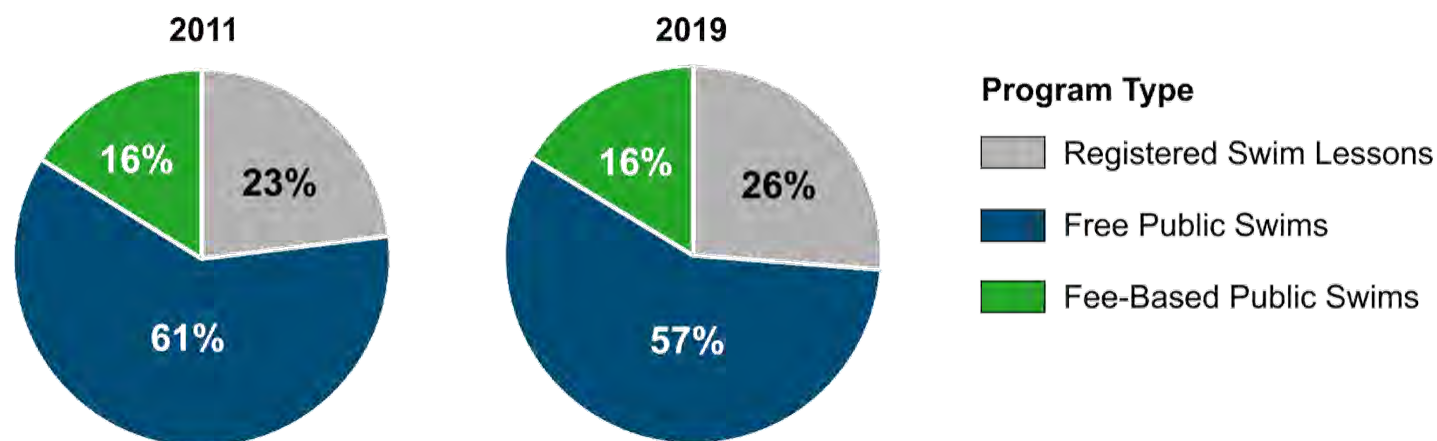


Figure 35: Proportion of Participation by Program Type, 2011 and 2019



Registered Swim Lessons

Registered swim lessons are offered at all five outdoor pool locations during four two-week sessions. **In 2019, there were 532 registered swim participants (accounting for up to 10 visits per participant), which was an increase of 7% from 2011.** The following trends were observed:

- The most popular location for registered swims was at the St. Francis outdoor pool, which drew 125 participants in 2019. By contrast, the Mattice outdoor pool had the lowest number of registered swim participants in 2019 with 77 attendees.
- Since 2011, lesson registrations increased at all outdoor pool locations with the exception of the St. Joseph pool, which declined by 6%.
- Participation in registered swim lessons are generally low. In 2019, the outdoor pool at St. Francis had the highest fill rate (42%), while the outdoor pool at Mattice Park had the lowest fill rate (22%). With a system-wide fill rate of 30%, there is ample capacity to accommodate additional registrants in swim lessons.

Table 25: Registered Swim Lessons, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	21	34	29	30	30	63	63	53	77	56	267%
Reg Campbell	84	86	89	63	65	89	74	74	111	27	32%
Riverdale	138	185	151	Closed						-	-
St. Francis	74	80	62	64	111	91	90	76	125	51	69%
St. Joseph	112	118	95	61	71	76	86	82	105	-7	-6%
Terry Fox	70	85	76	74	96	88	101	80	114	44	63%
Total Participants	499	588	502	292	373	407	414	365	532	33	7%

Note: Participation includes special activities such as diving, synchronized swimming and speed swimming.

Table 26: Fill Rates in Registered Swim Lessons, 2019

	Registered	Capacity	Fill Rate
Mattice	77	350	22%
Reg Campbell	111	386	29%
St. Francis	125	298	42%
St. Joseph	105	347	30%
Terry Fox	114	388	29%
Total	532	1,769	30%

Revenue from registered swim lessons increased by 12% from 2011 to \$19,296 in 2019. Between 2011 and 2019, all outdoor pool locations had various levels of revenue growth. The following trends were observed during this period:

- Registered swims at the St. Francis outdoor pool generated the most revenue in 2019 with \$5,557. The Mattice outdoor pool generated the lowest amount of revenue with \$2,402, largely due to its low number of lesson registrants.
- The Mattice outdoor pool location had the greatest percentage growth in revenue, increasing by 270%. Other outdoor pool locations saw revenue increases between 7% and 67%.

Table 27: Revenue from Registered Swim Lessons, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	\$650	\$848	\$1,069	\$1,021	\$1,204	\$1,870	\$2,210	\$2,166	\$2,402	\$1,752	270%
Reg Campbell	\$2,099	\$2,604	\$2,552	\$1,873	\$2,306	\$2,294	\$2,165	\$2,584	\$3,501	\$1,403	67%
Riverdale	\$4,829	\$5,892	\$5,391	Closed						-	-
St. Francis	\$3,649	\$3,540	\$3,282	\$3,835	\$5,919	\$3,687	\$3,469	\$3,631	\$5,557	\$1,908	52%
St. Joseph	\$3,663	\$3,928	\$3,375	\$2,142	\$2,800	\$2,679	\$2,925	\$3,087	\$3,932	\$269	7%
Terry Fox	\$2,384	\$2,923	\$2,776	\$2,941	\$3,846	\$2,862	\$3,396	\$2,801	\$3,905	\$1,520	64%
Total Revenue	\$17,274	\$19,736	\$18,445	\$11,812	\$16,075	\$13,393	\$14,163	\$14,270	\$19,296	\$2,023	12%

Free Public Swims

Cornwall offers free public swimming at all locations on weekday afternoons. **Attendance at the City's free public swim programs declined by 9% between 2011 and 2019, to an annual total of 11,240 or an average of 17 swimmers per hour.** Between 2011 and 2019, the following participation trends were observed:

- The Mattice outdoor pool was the most popular location in 2019 with 4,324 visits, for an average of 33 swimmers per hour. This pool was the only location to have an increase in free public swim attendance since 2011 (172%).
- The Reg Campbell outdoor pool experienced the largest decrease in attendance, declining by 47% to 2,195 attendees in 2019 (or an average of 17 swimmers per hour). The Terry Fox outdoor pool had the fewest number of attendees in 2019 with 901 visits (or an average of 7 swimmers per hour), which was a decline of 31% from 2011. Attendance at the St. Joseph and St. Francis outdoor pools declined by 8% and 13%, respectively.

In 2019, three-out-of-five participants (61%) who attended the City's free public swims were children (age 0-12), while 18% were students (age 13-17) and 17% were adults (age 18-64). Only 3% of participants were seniors (age 65+).

Table 28: Participation in Free Public Swims, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	1,590	3,078	2,271	2,214	4,076	3,638	3,067	3,888	4,324	2,734	172%
Reg Campbell	4,106	2,736	2,772	1,775	2,267	2,479	1,777	2,038	2,195	-1,911	-47%
Riverdale	1,117	1,529	1,131	Closed						-	-
St. Francis	2,184	2,047	1,736	1,381	2,216	3,090	1,863	1,520	1,892	-292	-13%
St. Joseph	2,094	1,792	1,795	1,737	1,618	2,685	2,326	1,518	1,928	-166	-8%
Terry Fox	1,314	1,565	1,234	1,096	1,352	1,716	1,364	1,121	901	-413	-31%
Total Visits	12,405	12,747	10,939	8,203	11,529	13,608	10,397	10,085	11,240	-1,165	-9%

Figure 36: Average Number of Swimmers Per Hour, Free Swims and Fee-Based Public Swims, 2019

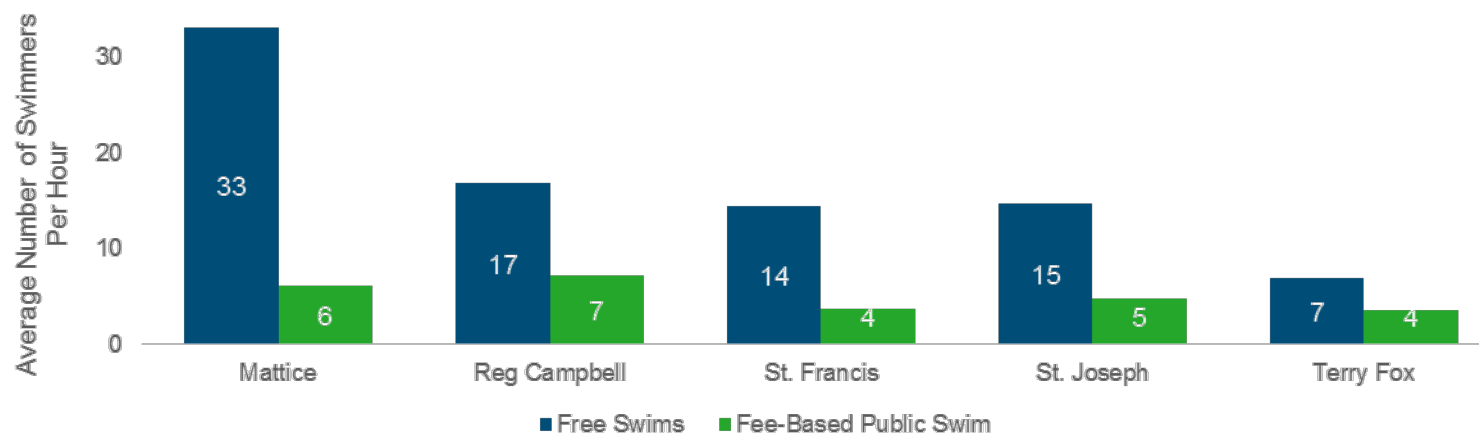


Table 29: Participation in Free Public Swims by Age Group (2019)

Pool	Children (Age 0-12)	Student (Age 13-17)	Adult (Age 18-64)	Senior (Age 65+)	Total
Mattice	3,177	554	535	58	4,324
Reg Campbell	1,619	240	320	16	2,195
St. Francis	691	650	446	105	1,892
St. Joseph	974	369	445	140	1,928
Terry Fox	442	251	208	0	901
Total Visits	6,903	2,064	1,954	319	11,240
Proportion of Total	61%	18%	17%	3%	100%

Fee-Based Public Swims

The City offers fee-based public swimming programs during the weekday evenings and in the afternoons on the weekends. During the last four weeks of the summer, the daily schedule for weekday evenings fee-based public swims is reduced to minimize operational costs due to lower demand related to cooler temperatures in August. The pool schedule has been adjusted in the past when Cornwall experienced warmer weather in late summer.

Table 30: Outdoor Pool Schedule for Fee-Based Public Swims during the Last Four Weeks

Monday, Wednesday and Friday	Tuesday and Thursday
Mattice Outdoor Pool Reg Campbell Outdoor Pool St. Joseph Outdoor Pool	St. Francis Outdoor Pool Terry Fox Outdoor Pool

Attendance at fee-based public swims declined marginally by 3% (-108 attendees) between 2011 and 2019 to an annual total of 3,197 visits or an average of 5 swimmers per hour. Attendance peaked in 2011 with 3,305 attendees. Between 2011 and 2019, the following participation trends were observed:

- The Reg Campbell outdoor pool was the most popular location for fee-based public swims. In 2019, there were 918 registered visits (or an average of 7 swimmers per hour), which is a marginal decline of 3% from 2011.
- The Mattice outdoor pool experienced the greatest growth in participation, increasing by 38% (214 admissions). The St. Francis and Terry Fox outdoor pools also experienced an attendance increase of 19% and 3%, respectively. Terry Fox outdoor pool had the fewest number of registered participants in 2019 with 434 attendees (or an average of 4 swimmers per hour).
- Attendance at the St. Joseph and Reg Campbell outdoor pools declined by 3% and 10%, respectively.

Table 31: Total Participation in Fee-Based Public Swims, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	567	543	309	442	605	970	628	729	781	214	38%
Reg Campbell	950	766	464	315	704	834	427	821	918	-32	-3%
Riverdale	304	234	171	Closed						-	-
St. Francis	379	309	327	360	517	388	363	308	451	72	19%
St. Joseph	682	637	487	365	495	505	379	681	613	-69	-10%
Terry Fox	423	328	313	330	444	406	284	247	434	11	3%
Total Visits	3,305	2,817	2,071	1,812	2,765	3,103	2,081	2,786	3,197	-108	-3%

Fee-based public swims that are offered during the weekday evenings are more popular than weekend time periods. In fact, participation in weekday evening public swims have been increasing, whereas weekend attendance has been declining. Between 2011 and 2019:

- Participation during weekday evening public swims increased by 15% from 1,670 in 2011 to 1,915 in 2019. During this time:
 - o Weekday attendance at the Terry Fox outdoor pool increased 75%, which was followed by the Mattice (64%) and St. Francis (61%) outdoor pools. Weekday participation at the Reg Campbell outdoor pool generally remained unchanged.
 - o The St. Joseph outdoor pool was the only location that had a decline in weekday attendance (15%).
 - o Nearly half (47%) of the participants during the weekday evening swims were children (age 0-12), while 30% of participants had swim passes (representing up to 1 or 2 adults and dependent children living at the same residence). Adults (age 18-64) and students (age 13-17) represented 14% and 8% of attendance, respectively, while less than 1% were seniors (age 65+).
- Attendance in fee-based public swims on weekends declined by 22% from 1,635 in 2011 to 1,282 in 2019. During this time:
 - o The Mattice outdoor pool was the only location that experienced an increase in weekend participation (10% increase).
 - o The largest decrease in weekend participation was observed at the Terry Fox outdoor pool (37%). Attendance at the Reg Campbell and St. Francis outdoor pools each declined by 10%, while participation at the St. Joseph outdoor pool decreased by 3%.
 - o Nearly half (48%) of the weekend participants were children (age 0-12), while one-quarter (25%) of participants had swim passes. One-in-five (20%) participants were seniors (age 65+), while 6% and 1% were students (age 13-17) and adults (age 18-54), respectively.

Table 32: Participation in Fee-Based Public Swims, Weekday Evenings, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	294	294	134	122	294	634	424	397	481	187	64%
Reg Campbell	562	562	250	154	433	499	265	490	570	8	1%
Riverdale	96	96	42	Closed						-	-
St. Francis	155	155	196	195	242	219	199	188	250	95	61%
St. Joseph	413	413	297	112	307	298	225	295	352	-61	-15%
Terry Fox	150	150	159	90	233	162	141	141	262	112	75%
Total Visits	1,670	1,670	1,078	673	1,509	1,812	1,254	1,511	1,915	245	15%

Table 33: Participation in Fee-Based Public Swims by Age Group, Weekday Evenings, 2019

Pool	Children (Age 0-12)	Student (Age 13-17)	Adult (Age 18-64)	Senior (Age 65+)	Swim Pass	Total
Mattice	232	49	78	2	120	481
Reg Campbell	171	36	48	0	315	570
St. Francis	150	40	60	0	0	250
St. Joseph	164	18	51	5	114	352
Terry Fox	189	18	35	0	20	262
Total Visits	906	161	272	7	569	1,915
Proportion of Total	47%	8%	14%	0%	30%	100%

Note: Swim passes include 1 or 2 adults and dependent children living at the same residence.

Table 34: Participation in Fee-Based Public Swims, Weekends, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	273	249	175	320	311	336	204	332	300	27	10%
Reg Campbell	388	204	214	161	271	335	162	331	348	-40	-10%
Riverdale	208	138	129	Closed						-	-
St. Francis	224	154	131	165	275	169	164	120	201	-23	-10%
St. Joseph	269	224	190	253	188	207	154	386	261	-8	-3%
Terry Fox	273	178	154	240	211	244	143	106	172	-101	-37%
Total Visits	1,635	1,147	993	1,139	1,256	1,291	827	1,275	1,282	-353	-22%

Table 35: Participation in Fee-Based Public Swims by Age Group, Weekends, 2019

Pool	Children (Age 0-12)	Student (Age 13-17)	Adult (Age 18-64)	Senior (Age 65+)	Swim Pass	Total
Mattice	126	14	3	34	123	300
Reg Campbell	152	17	1	43	135	348
St. Francis	103	18	7	73	0	201
St. Joseph	139	9	3	59	51	261
Terry Fox	100	13	1	50	8	172
Total Visits	620	71	15	259	317	1,282
Proportion of Total	48%	6%	1%	20%	25%	100%

Note: Swim passes include 1 or 2 adults and dependent children living at the same residence.

Between 2011 and 2019, revenue generated from fee-based public swims increased by 1% to \$7,002, although there were year-to-year fluctuations. The following trends were observed:

- The St. Francis outdoor pool experienced the most growth in revenue, increasing by \$522 (57%). Revenue also increased at the Mattice and St. Joseph outdoor pools by 22% and 8%, respectively.
- Revenue at Reg Campbell and Terry Fox outdoor pools declined by 6% and 7%, respectively.

Table 36: Total Revenue from Fee-Based Public Swims, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	\$1,392	\$1,163	\$851	\$1,269	\$1,874	\$2,270	\$1,457	\$1,769	\$1,692	\$300	22%
Reg Campbell	\$1,562	\$ 899	\$862	\$801	\$1,243	\$1,725	\$943	\$1,696	\$1,462	-\$101	-6%
Riverdale	\$680	\$ 610	\$457	Closed						-	-
St. Francis	\$917	\$1,214	\$889	\$1,036	\$1,582	\$1,222	\$1,006	\$1,020	\$1,440	\$522	57%
St. Joseph	\$1,326	\$1,212	\$1,194	\$1,036	\$1,457	\$1,277	\$ 797	\$1,767	\$1,426	\$100	8%
Terry Fox	\$1,053	\$792	\$852	\$872	\$1,303	\$1,202	\$ 937	\$771	\$983	-\$70	-7%
Total Revenue	\$6,931	\$5,889	\$5,105	\$5,014	\$7,459	\$7,696	\$5,139	\$7,022	\$7,002	\$71	1%

Revenue that outdoor pools generate is largely correlated to the level of attendance. As participation in fee-based swim programs during the weekday evenings increased between 2011 and 2019, the amount of revenue generated also increased by \$1,287 (45%) to a total of \$4,156. During this time, all outdoor pool locations experienced a growth in weekday swim revenue. The Mattice outdoor pool generated the most growth

in revenue, increasing by \$608 (93%). Revenue at the St. Francis outdoor pool also increased by \$459 (134%), while all other locations increased by 17% to 29%.

By contrast, fee-based swim programs during the weekend experienced a 30% decline in revenue (\$-1,216), reaching \$2,846 in 2019. The St. Francis outdoor pool was the only location that had an increase in revenue of \$64 (11%). All other locations had a decline in revenue. The Mattice outdoor pool had the greatest decline in revenue, decreasing by \$309 (42%). All other locations declined in revenue between 2% and 42%.

Table 37: Revenue in Fee-Based Public Swims, Weekday Evenings, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	\$652	\$628	\$375	\$351	\$906	\$1,491	\$983	\$1,226	\$1,261	\$608	93%
Reg Campbell	\$661	\$542	\$454	\$322	\$735	\$1,021	\$572	\$835	\$850	\$189	29%
Riverdale	\$173	\$238	\$128	Closed						-	-
St. Francis	\$342	\$617	\$539	\$566	\$751	\$660	\$538	\$585	\$800	\$459	134%
St. Joseph	\$676	\$396	\$714	\$314	\$795	\$709	\$429	\$644	\$791	\$115	17%
Terry Fox	\$365	\$298	\$438	\$197	\$665	\$474	\$369	\$440	\$454	\$90	25%
Total Revenue	\$2,869	\$2,718	\$2,648	\$1,750	\$3,851	\$4,355	\$2,891	\$3,730	\$4,156	\$1,287	45%

Table 38: Revenue in Fee-Based Public Swims, Weekends, 2011-2019

Pool	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change	
Mattice	\$739	\$535	\$476	\$918	\$968	\$779	\$473	\$543	\$431	-\$309	-42%
Reg Campbell	\$902	\$357	\$408	\$480	\$508	\$703	\$371	\$861	\$612	-\$290	-32%
Riverdale	\$507	\$372	\$329	Closed						-	-
St. Francis	\$576	\$597	\$350	\$470	\$831	\$562	\$468	\$435	\$640	\$64	11%
St. Joseph	\$650	\$816	\$480	\$722	\$662	\$568	\$368	\$1,123	\$636	-\$15	-2%
Terry Fox	\$688	\$494	\$414	\$675	\$639	\$729	\$568	\$331	\$528	-\$160	-23%
Total Revenue	\$4,062	\$3,171	\$2,458	\$3,265	\$3,607	\$3,341	\$2,249	\$3,293	\$2,846	-\$1,216	-30%

Operating Expenditures

Outdoor Pool Staffing Levels

The following table summarizes the typical staffing levels by outdoor pool location and by program area. The City's typical staffing levels indicate that there are 126 staff slots available, with each outdoor pool location having between 24 and 26 staff slots. At each outdoor pool, one aquatic supervisor is available at all times and the number of lifeguards on duty vary based on the program and location. Free public swims have the most staff (seven slots per location) given this program is offered the most frequently. By contrast, special event activities have the fewest number of staff (two per location). This data illustrates the common approach to operations and staffing across each of the City's five outdoor pools.

Table 39: Outdoor Pool Staffing Levels (number of slots), 2019

	Mattice	Reg Campbell	St. Francis	St. Joseph	Terry Fox	Total
Registered Swim Lessons	4	6	6	6	6	28
Free Public Swims	7	7	7	7	7	35
Fee-based Public Swims Weekday Evening	5	5	5	5	4	24
Fee-Based Public Swims Weekend	6	6	6	6	5	29
Special Events	2	2	2	2	2	10
Total Staff Per Location	24	26	26	26	24	126

Note: Staffing for all programs and locations includes one supervisor

Net Cost to Operate Pools

Budget and expenditure data for 2016 to 2019 was analyzed to establish an understanding of the operating costs associated with Cornwall's outdoor pools, as well as net cost (operating costs minus revenue). Operating costs include all direct departmental costs associated with operating and programming the outdoor pools, including staffing, purchasing goods, services, utilities, rent, and financial payments (e.g., low-income subsidies, principal, interest, and capital reserves).

Between 2016 and 2019, operating expenditures for the five pools increased by 20% to \$740,246 in 2019. This was primarily due to an increase in financial costs that began in 2017. During the same time period, revenue increased by nearly 51% to \$37,181 by 2019. Revenues include an "internal transfer" of approximately 20% over the last 3 years to account for the municipality's contribution toward the recreation fee assistance program. Fee assistance increased in 2019, suggesting that demand is increasing for affordable swimming opportunities.

The following table and chart illustrate operating expenses and revenues between 2016 and 2019. The average annual operating costs for all five pools was \$668,883, while the average annual revenues were \$28,542, for a total net operating loss of \$668,883 (or \$133,777 per pool). In 2019, the pools recovered 5% of their costs through fees. Should the City continue to maintain its outdoor pool supply, operating expenditures can be expected to increase as a greater level of maintenance will be required as the outdoor pools continue to age.

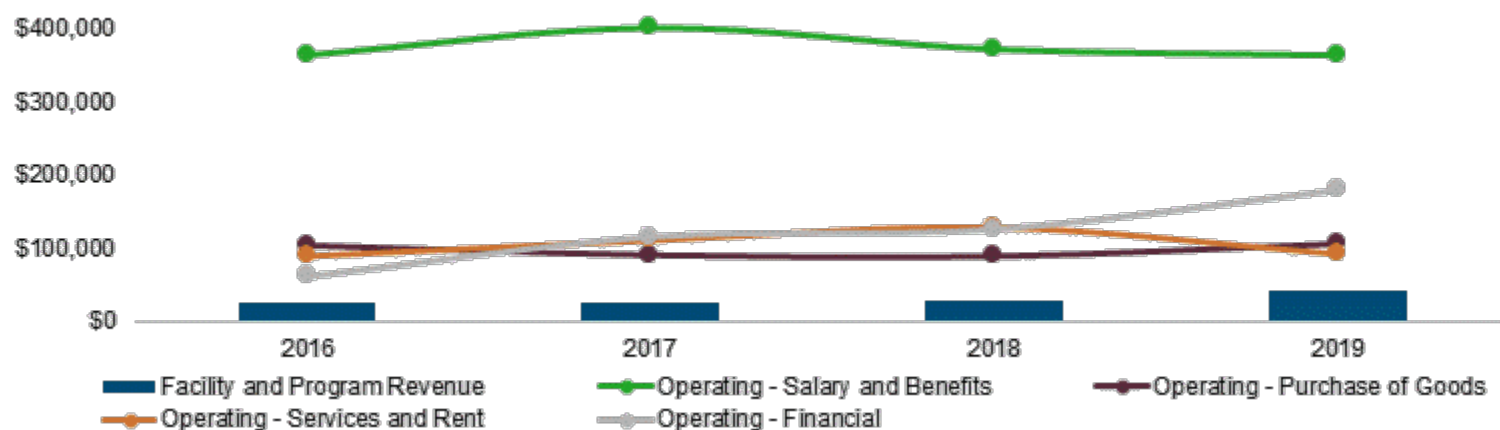
Table 40: Net Operating Position, City of Cornwall Outdoor Pools, 2016-2019

	2016	2017	2018	2019	Change		4 Year Average
Net Operating Loss	\$592,413	\$693,048	686,805	\$703,065	\$110,652	19%	\$668,883
Facility and Program Revenue	\$24,557	\$24,537	\$27,894	\$37,181	\$12,624	51%	\$28,542
Operating Expenditures	\$616,970	\$717,585	\$714,699	\$740,246	\$123,276	20%	\$697,375
Salary and Benefits	\$364,112	\$401,573	\$372,186	\$363,831	-\$281	0%	\$375,426
Purchase of Goods	\$103,366	\$90,426	\$88,687	\$105,598	\$2,232	2%	\$97,019
Services and Rent	\$88,792	\$110,416	\$128,070	\$91,691	\$2,899	3%	\$104,742
Financial	\$60,700	\$115,170	\$125,756	\$179,126	\$118,426	195%	\$120,188

Source: City of Cornwall Outdoor Pool Facilities Budget (#3226) and Outdoor Pool Programming Budget (#7471).

Note: Purchase of goods includes the acquisition of pool-related supplies and materials, as well as costs associated with utilities. Services and rent include the cost of equipment, vehicles, contract services and more. Financial expenditures include contributions to future capital projects, principal and interest payments, and insurance.

Figure 37: Operating Revenues and Expenses, 2016-2019



Source: City of Cornwall Outdoor Pool Facilities Budget (#3226) and Outdoor Pool Programming Budget (#7471).

Note: Purchase of goods includes the acquisition of pool-related supplies and materials, as well as costs associated with utilities. Services and rent include the cost of equipment, vehicles, contract services and more. Financial expenditures include contributions to future capital projects, principal and interest payments, and insurance.

Sector Trends

The 1960s and 1970s were a period of intense outdoor pool construction in Cornwall and across Ontario as these facilities played a predominant role in communities as destinations for socialization and learn-to-swim opportunities. Most are still operating but many have exceeded their anticipated lifespan. Usage of many rectangular outdoor pools has shifted in recent years and trends point to a gradual shift away from outdoor pools due to their high operating costs, short season, and competing options (e.g., backyard pools, splash pads, indoor pools, etc.). Usage of outdoor pools is affected by several factors:

- From an aquatics programming perspective, there can be some redundancy in the local pool supply if a municipality operates both indoor and outdoor pools. When the majority of Ontario's outdoor pools were originally constructed over forty years ago, there were far fewer indoor pools and outdoor pools were the focus of municipal aquatics provision. Indoor pools are capable of addressing most needs for instructional swimming throughout the year in a controlled environment, while also offering reliable opportunities for recreational swimming.
- The most successful aquatic facilities normally include a variety of features that are designed to accommodate all ages and abilities with increasing emphasis on the needs of an aging population. However, the typical design of many older outdoor pools does not include interactive or fun elements, lessening their appeal to young children and family users. Newer "leisure-style" pools are capable of simultaneously accommodating more than twice the batherload than can be handled by rectangular pools.
- Many outdoor pools and change room buildings were not originally designed to conform to barrier-free accessibility standards, thereby limiting usage by persons with disabilities and mobility restrictions.
- In suburban areas, the prevalence of backyard pools has grown considerably, both in terms of the traditional in-ground and above-ground pools but also with the availability of very affordable inflatable pools. This has reduced demand for recreational swimming at municipal pools during the summer months.
- Outdoor pools that are not heated (or not sufficiently heated) have substantially lower appeal to the public (especially adults and older adults), to go along with their shorter operating seasons, which are increasingly affected by variable weather patterns.

Given the high renewal costs and escalating operating costs (e.g., rising utility costs, lifeguarding costs, etc.), some municipalities are replacing their outdoor pools with splash pads since the latter have lower capital and operating costs, while still providing a social space for young children and families to cool down in the warm weather months. Closure of outdoor pools, however, has proven to be difficult because of the value placed on these pools by residents that may have grown up with these facilities. Municipalities that have chosen to construct new outdoor pools or replace their aging pools have usually done so on the basis of providing a differentiated experience – the following table illustrates key design aspects typically associated with new outdoor pools.

Table 41 What an Upgraded Outdoor Pool Looks Like

Before – 1970s Era Outdoor Pool
• Single, rectangular tank, often shallow with ladder entry • No waterplay features • Little shade • Limited deck space and grassy area • Poor facility condition • Poor accessibility • Limited capacity for programming • Poorly vented, gender-specific changerooms
After – 2000s Era Outdoor Pool
• Modern design with lane/leisure tank and zero-depth entry • Waterplay features (e.g., sprayers, bucket dumps) • Shade areas • Large deck space and picnic/grassy area separate from pool • Good condition • Fully accessible • Improved capacity for programming • Gender-inclusive changerooms with updated fittings and fixtures

Public Input

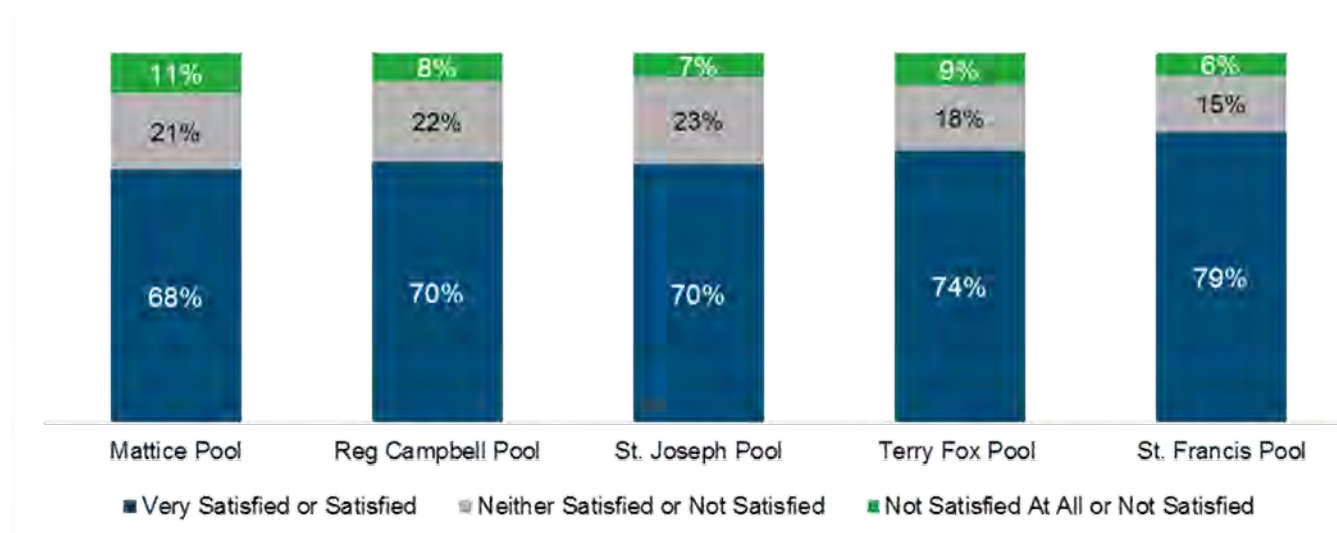
Understanding the perspectives and priorities of the public is a key step in shaping the future of Cornwall's outdoor pools. Public input related to Cornwall's outdoor pools was collected as a part of the consultation process for the Recreation Master Plan.

The survey found that in the past 12 months, 41% of respondents had participated in public swimming at any indoor/outdoor location in Cornwall or beyond. Participation in public swimming was ranked as the sixth most popular activity, which is consistent with broader participation trends. The survey found that 22% of respondents had also registered in swimming lessons at indoor or outdoor pools.

Less than one-quarter (24%) of survey respondents have used at least one of Cornwall's outdoor pools in the past 12 months. The St. Francis and Terry Fox outdoor pools were the most popular locations, with 10% of respondents having visited each of these locations. St Joseph outdoor pool was visited by 7% of survey respondents, while the Mattice and Reg Campbell outdoor pools were each visited by 5% of the survey respondents.

The figure below summarizes respondents' level of satisfaction with outdoor pool locations that they have used. Satisfaction levels were highest for the St. Francis outdoor pool (79%). Slightly lower levels of satisfaction were revealed for all other locations, with the Mattice outdoor pool having the lowest rate of satisfaction (68%). **These results support strategic initiatives to enhance Cornwall's outdoor pools.**

Figure 38: Satisfaction with Cornwall's Outdoor Pools



A variety of suggestions were received from respondents on how Cornwall's outdoor pools could be improved. **The most common suggestion was centred around expanding the number of affordable public swim sessions as some respondents felt that the current public swim sessions are too crowded.** Others expressed the desire for designated public swim times for designated age-groups (e.g., children and youth, adults, older adults, and seniors).

Suggestions to improve the quality of outdoor pools was also suggested, which included updating and modernizing the facilities to enhance the general atmosphere. Other suggestions included maintaining the current supply of outdoor pools or constructing new pools in other areas of Cornwall, providing supporting amenities (e.g., shade and seating), increasing operating hours or extending the operating season, and ensuring swimming opportunities are affordable or free. The table at right summarizes the top suggestions to improve Cornwall's outdoor pools.

The survey reported that 70% of respondents supported spending additional public funds to improve or build new outdoor pools in Cornwall, which ranked 10th out of 25 facility types. While this suggests that investment in outdoor pools is a priority for respondents, there are higher priorities where public investment should be considered.

Nearly three-quarters (74%) of respondents indicated that they have not used any of the City's outdoor pools over the past year. One of the most common reasons why they have not used any of the City's outdoor pools is because they have their own private backyard pool. Other reasons stated were based on their age / lack of interest or that they are not comfortable using pools because they are overcrowded. Some support was received for closing all of Cornwall's outdoor pools or converting them to splash pads in order to minimize operational costs. Conversely, many respondents noted the enhanced provision of pools in Cornwall is one of the City's distinguishing features and should be maintained.

Table 42: Top Suggestions to Improve Cornwall's Outdoor Pools

- Offer designated swim times by age-group
- Improve the quality of Cornwall's outdoor pools or experience
- Maintain the current supply or provide in more locations
- Provide supporting pool amenities (e.g., shade, seating, etc.)
- Increase operating hours or extend the operating season
- Ensure costs are affordable or make public swims free
- Provide warm water temperatures
- Marketing and awareness of Cornwall's outdoor pools
- Provide Pool features (e.g., waterslide, beach entry, etc.)
- Replace pools with splash pads
- Hold events and tournaments
- Concession or food truck

"It seems like a waste of money to maintain a pool that is only open for 8 weeks."

"Money spent to refurbish our pools needs to be seen as an investment not a cost."

Survey respondent comments

Analysis and Options

Key Objectives

Given the age and functionality of the City's five outdoor pools, a strategy is needed for the rationalization and renewal. This may mean maintaining pools, undertaking strategic enhancements, closing or re-purposing pools to other uses, or replacing pools with modern facilities – likely a combination of these strategies will be required to balance community interests and financial sustainability.

The following objectives have been established to provide direction on future outdoor pool provision and investment. They were developed with consideration of current usage patterns, trends, community profile, and input from the public and staff. They are largely complementary and should be read and interpreted as a set.

1. MAINTAIN OPPORTUNITIES FOR AFFORDABLE RECREATIONAL SWIMMING

Continue to place a focus on free and low-cost opportunities for recreational swimming at outdoor pool locations. As a waterfront community, it is of particular importance that residents are provided an opportunity to learn to swim.

2. PRIORITIZE SERVICE TO HIGH NEEDS AREAS

Invest in pool locations that enhance access to children, youth, and low-income neighbourhoods.

3. ENHANCE THE AQUATIC “EXPERIENCE”

Improve the experience for all pool users through designs that are accessible, inclusive, robust, modern, variable, and safe. The City has a responsibility to make its outdoor aquatic facilities accessible to people of all ages and abilities, to the greatest degree possible.

4. SUPPORT OTHER PARK USES

Continue to offer support to other park uses through comfort amenities (e.g., external washrooms), camp activities, etc.

5. CONSIDER FISCAL AND ENVIRONMENTAL SUSTAINABILITY

Examine opportunities to retain existing infrastructure, employ resilient materials, and respond to changing climatic conditions.

System-wide Demand

There is a strong belief that everyone should have an opportunity to swim. This important life skill is particularly magnified in waterfront communities where the danger of drowning is magnified. Cornwall's outdoor pools have provided affordable swimming opportunities for decades; however, overall outdoor pool attendance across the entire system has been steady to declining over the past several years, with year-to-year variations. While participation in registered swims at outdoor pools experienced a modest increase of 7% between 2011 and 2019, attendance during free and fee-based public swims have declined by 9% and 3%, respectively. This trend is consistent with experiences in most Ontario municipalities. The pools do not hold the same appeal as they once did and – with the opening of the Cornwall Aquatic Centre in 2005 – the City now has a year-round venue for instruction, aquafit and recreational swimming.

Cornwall's outdoor pools attract an average of nearly 4,000 swim visits each annually. This is at the lower end of the range that is typically seen in urban communities and suggests that there is capacity for additional use. **Although its pools are a defining feature of Cornwall's recreation offerings, based on overall usage levels, a case can be made for fewer (but improved and enhanced) pool locations.**

There are many factors driving Cornwall's declining participation in outdoor pool usage. Since the opening of the Cornwall Aquatic Centre, attendance at the City's outdoor pools have been directly impacted. While participation in Cornwall's indoor swimming programs have been strong since opening, overall participation at the City's outdoor pools have declined by 43%¹⁰ although it is also recognized that a number of outdoor pools have since closed. Moreover, participation in outdoor swimming is highly dependent on the weather as unfavourable conditions can shorten the operating season or close the pools for days at a time.

Cornwall's changing community composition is also having an impact on outdoor pool usage. Participation trends suggest that outdoor pools are primarily used by the younger demographic. Between the 2011 and 2016 Census, the number of children (age 9 and under) underwent a modest increase of 6%, while the population of youth (ages 10 to 19 years) declined by 15%. During the same time period, Cornwall's older adult (age 55-74) and senior (age 75+) population increased by 12% and 11%, respectively.

Over the next ten years, the aging population and low growth forecast are likely to result in stable to declining demand for outdoor pools. Population projections suggest that the population of seniors will experience the greatest growth, increasing by 52%. The youth population is projected to increase by 22%, while the number of older adults and children are forecasted to decline by 10% and 3%. These projections suggest that Cornwall's population profile will continue to age during the planning period. However, outdoor pools are generally not attractive to the older population as they have a preference for indoor pools that offer controlled environments and warmer water. Older adults and seniors also have a greater interest in Cornwall's indoor pool programs such as aquafit, fitness swim, and adult/senior swim, which are not offered at the City's outdoor pools. This is reflected in the City's usage data, which identified that in 2019, the City's outdoor public swims were predominantly attended by children (age 0-12) and only 4% of participants were seniors (age 65+). **Combining the factors described above with the fact that outdoor pools are financially intensive to construct and operate, the construction of additional outdoor pools is not recommended.**

It is also noteworthy that Cornwall has been experiencing challenges recruiting and retaining lifeguards/instructors, which has constrained attendance numbers as the City must reduce its bather loads to maintain appropriate staff to user ratios. The ability to attract and retain skilled and experienced staff is a challenge that many municipalities face given that a significant investment of time and money is required to be appropriately

¹⁰ The City of Cornwall 2009 Recreation Master Plan reported overall summer visits of 34,172 in 2005.

certified, particularly as increases in minimum wages have made other job prospects that do not require extensive training more attractive. The availability of post-secondary institutions in the community is also a factor as lifeguards tend to be youth and young adults; municipalities tend to lose their pool staff when they move away to complete their educational studies.

Capital Investment Opportunities

Several deficiencies in the condition of Cornwall's pools have also contributed to declining attendance, from the template design of the pools to the lack of heated water to changing demographics and overall resident expectations. Extended seasons are possible with heated pools (currently the City reduces hours in August), as are new programming opportunities (such as outdoor aquafit) that promotes active choices for all residents.

With declining usage levels and duplication of services, the City is faced with the decision to consider the long-term viability of its outdoor pools as they are aging and in need of major renewal if they are to be retained. Any redevelopment initiatives should seek to address lifecycle issues and provide an enhanced aquatic experience that will serve the community for decades to come. The City is studying the condition of its pools and buildings in more detail this year

As previously mentioned, the City is currently in the midst of undertaking a structural review of the concrete basins at each municipal outdoor pool, with the intent of establishing a capital investment strategy. This strategy should examine the capital and operating costs of modernizing the City's outdoor pool inventory with a focus on creating more inclusive recreational swimming destinations. The findings and criteria in this Master Plan should be used to inform the strategy, recognizing that a reduction in the number of outdoor pool locations is likely to decline further over the longer-term, either through attrition or decisions of Council.

Presently, the City's capital forecast has allocated \$300,000 (\$60,000 per location) towards resurfacing the pool basins over the next five years (one per year) as well as upgrading outdoor pool filters (\$55,000) for a total of \$355,000. In addition, building conditions assessments identified over \$800,000 in total lifecycle costs to renew aging change room facilities at the outdoor pools.

Table 43: Capital Forecast, Outdoor Pools

Forecasted Project	Forecasted Expenditure	Proposed Year of Implementation
Upgrade Outdoor Pool Filter Systems	\$55,000	2021
Resurface Pool Basis (one per year)	\$300,000 (\$60,000 each)	2021 – 2025
Total	\$355,000	

Source: City of Cornwall 2020 Draft Operating & Capital Budgets

It should be noted that these identified costs exclude capital investment required to modernize the outdoor pools. A number of design improvements were suggested through the community survey, including accessibility upgrades, beach entry, water features and waterslides, lazy river / leisure designs, warm water, added deck space, and supporting amenities such as shade and seating. The community survey also found that 70% of survey respondents supported additional investment in Cornwall's outdoor pools which ranked 10th out of 25 facility types. This finding suggests that while there are potential improvements that could be made to the outdoor pools, there may be other higher priorities. **However,**

given the high cost to redevelop pools to modern standards, the option of revitalizing/replacing all five outdoor pools is not likely financially achievable.

It is noted that options for repurposing surplus outdoor pools into other in-demand park amenities (such as splash pads) will require further study. An increase in number of splash pads is supported by many residents and may view this as a fair compromise (and continuation of current strategy) in cases where it is not financially achievable to maintain or replace an outdoor/wading pool, particularly if coupled with improved pools in nearby neighbourhoods. The key benefits of splash pads are their higher levels of accessibility, extended hours/season, and lower staffing costs – this results in considerably higher levels of use compared to wading pools. In general terms, candidates for conversion include those pools that:

- are underutilized
- require considerable reinvestment
- are not associated with park amenities or uses
- have overlapping service areas in areas with smaller youth populations
- are proximate to indoor pools and alternatives such as splash pads

Location-Specific Considerations

While no additional outdoor pools should be constructed, the intrinsic value of Cornwall's existing supply is recognized as the pools serve as important community assets and spaces for people to gather and socialize. A 1.5 kilometre service area was applied to each outdoor pool to illustrate estimated population catchment. **Within this catchment zone, the outdoor pool at Mattice Park serves the greatest number of residents (11,475) due to its compact and higher density residential area. Conversely, the Terry Fox Memorial Park location serves the fewest number of people (2,110) as the surrounding area is comprised of lower density single family dwellings;** however, the City's growth projections suggests that this area is subject to future population growth over the next ten years.

Participation trends suggest that outdoor pools are primarily used by children and youth (age 0-19). It is estimated that the outdoor pool at Mattice Park serves the greatest number of children and youth (2,135). By contrast, the outdoor pool at Terry Fox Memorial Park serves the fewest (475).

Table 44: Estimated Population and Low-income Measure by Outdoor Pool Location

Outdoor Pool	Approximate Population within Catchment Zone	Approximate Population of Children and Youth (Age 0-19)	Median Low Income Measure-After Tax (LIM-AT)
Mattice	11,475	2,135 (19% of total population)	40%
Reg Campbell	7,980	1,635 (20% of total population)	16%
St. Francis	9,945	1,820 (18% of total population)	35%
St. Joseph	9,875	1,250 (13% of total population)	33%
Terry Fox	2,110	475 (23% of total population)	12%

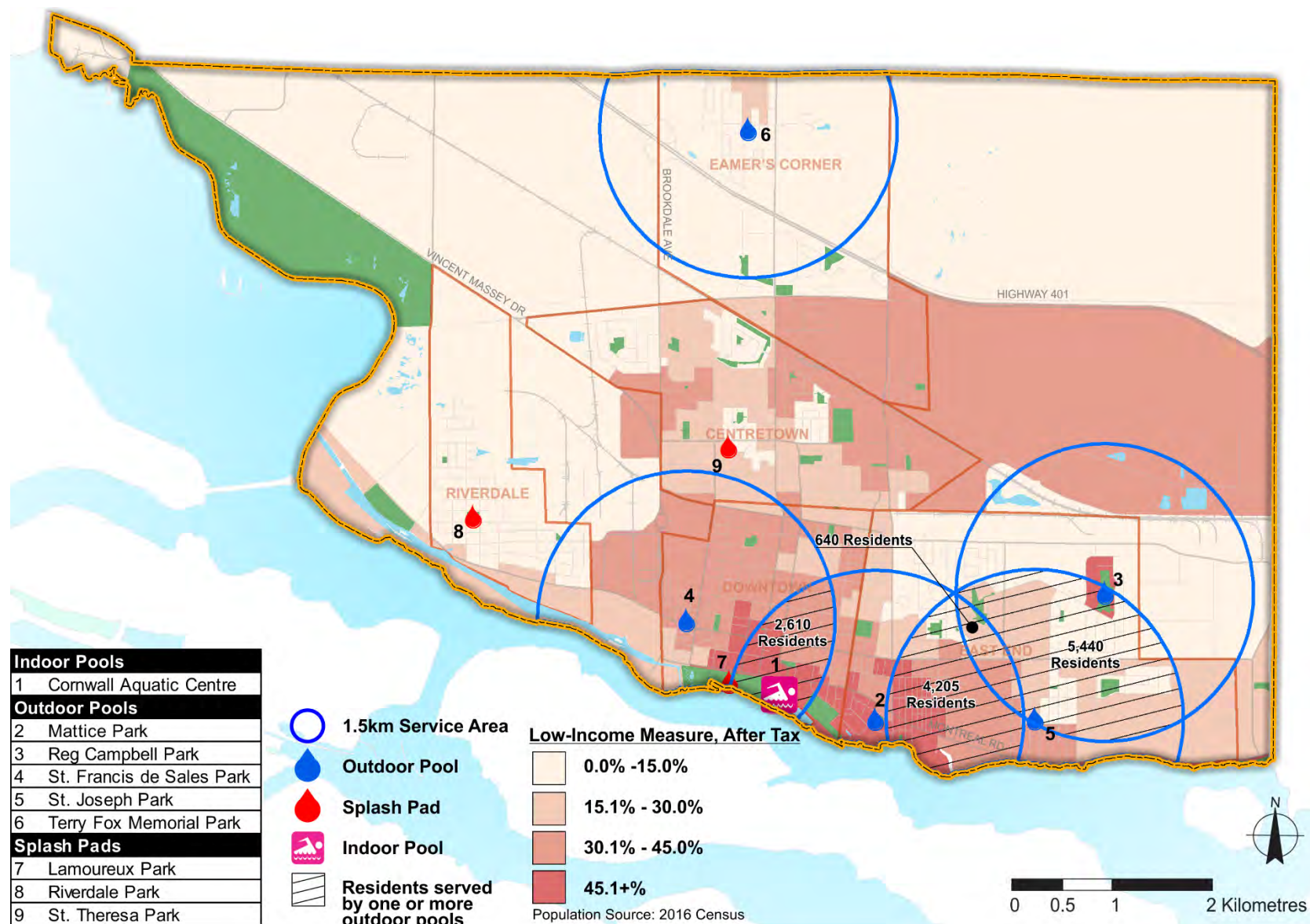
Source: Statistics Canada 2016 Census

Outdoor pools are important pieces of Cornwall's social infrastructure and several public pools are located in areas with elevated levels of marginalization (e.g., Mattice Park and Reg Campbell Park). The following map illustrates the distribution of municipal outdoor pools and splash pads, as well as residents living below the Low Income Measure-After Tax based on the 2016 Census. Areas with high levels of low income residents are considered to be high needs areas given that these residents may face greater barriers associated with accessing aquatic services due to income or transportation barriers, and may have fewer opportunities to use backyard pools.

These income figures highlight the importance of outdoor pools, particularly the free outdoor public swims that are offered in Cornwall. This demand is reflected in the City's usage data. **Mattice Park is located in a neighborhood with a high level of residents experiencing low income and, despite having the closest outdoor pool to the Cornwall Aquatic Centre, this location has the highest attendance level in free public swims.** By contrast, the outdoor pool at Terry Fox Memorial Park is located furthest from the Cornwall Aquatic Centre, although it has the lowest attendance levels in free public swims. This is partly due to the fact that the pool is located in a higher-income neighbourhood where many residents have their own private pool or access to private transportation to access other aquatic venues, including the City's indoor complex and heated outdoor pools in nearby townships.

Based on the service area, some outdoor pools have overlapping catchment zones, which means that some residents are living within proximity to more than one outdoor pool. For example, there are approximately 2,600 residents living within the catchment zones of both the Mattice and St. Francis outdoor pools. **The duplication of service is greatest between the Reg Campbell and St. Joseph outdoor pools, where approximately 5,500 residents are served by the two pools. The St. Joseph outdoor pool catchment area also overlaps with that of the Mattice outdoor pool, where approximately 4,200 live within 1.5 kilometres of either pool.** In total, there are nearly 12,000 residents (or 25% of the population) that are served by more than one outdoor pool. Duplication of service can lead to inefficiencies and higher costs.

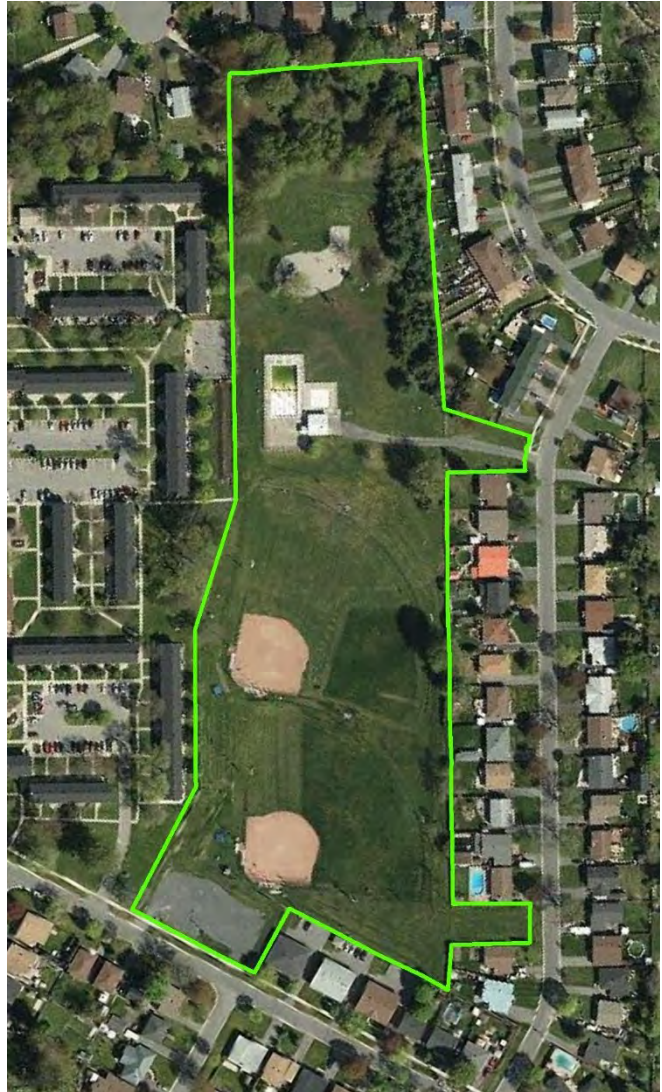
Figure 39: Distribution of Municipal Outdoor Pools and Splash Pads, Residents Living below the Low Income Measure – After Tax (2016 Census)



Based on visual observation, input from City staff, review of background materials, and the experience of the consulting team, the following tables summarize the opportunities and challenges associated with the City's outdoor pools. While not exhaustive, this information has been used to guide the identification of the program and facility provision options.

Table 45: Summary of Opportunities and Challenges by Pool Location

Mattice	Comments	Mattice Pool
Neighbourhood & Location	• Located within the East End residential community • Surrounding community is comprised of single family dwellings (generally smaller lots), a multi-unit apartment and commercial uses • There is a high proportion of low-income residents • Closest outdoor pool to the Cornwall Aquatic Complex • Approximately three-fifths of residents within this catchment zone are also served by the outdoor pools at St. Francis de Sales Park or St. Joseph Park	
Park & Other Facilities	• Tennis courts (2 lit) • Basketball court • Playground	
Access & Transportation	• Easily accessible by pedestrians • No on-site parking • Approximately 5-minute walk to the nearest transit stop	
Condition	• Pool and building are aging and not designed to modern requirements, including AODA	
Operations & Usage	• Most visits of any outdoor pool in 2019 (especially free public swims; fewest number of lesson registrations in 2019)	

Reg Campbell	Comments	Reg Campbell Pool
Neighbourhood & Location	• Located within the East End residential community • Surrounding community is comprised of single family detached and attached row dwellings, as well as industrial and commercial on the periphery of the catchment area • Positioned within the centre of the park with limited visibility from the street front • Some private backyard pools are located in the area • Located in an area of Cornwall that is poised for residential growth over the next ten years • There is a high proportion of low-income residents in the immediate area • More than half of the residents within this catchment zone are served by the outdoor pool at St. Joseph Park	
Park & Facilities	• Ball diamonds (2 lit senior) • Playground	
Access & Transportation	• Easily accessible by pedestrians and vehicles • On-site parking available • Transit stop is located adjacent to the park	
Condition	• Pool and building are aging and not designed to modern requirements, including AODA • Condition is likely the worst of all City pools	
Operations	• Average usage levels, though free public swim visits declining	

St. Francis	Comments
Neighbourhood & Location	• Located within the Downtown residential community • Surrounding community is comprised of institutions, private businesses, single family dwellings (generally smaller lots) and multi-unit apartments • There is a high proportion of low-income residents • Some residents are also served by the outdoor pool at Mattice Park
Park & Facilities	• Ball hockey court • Playground • Open greenspace • Small park – no playground program
Access & Transportation	• Easily accessible by pedestrians • No on-site parking • Transit stop is located adjacent to the park
Condition	• Pool and building are aging and not designed to modern requirements, including AODA
Operations	• Average usage levels • Only outdoor pool site without a summer playground program

St. Francis Pool



St. Joseph	Comments	St. Joseph Pool
Neighbourhood & Location	• Located within the East End residential community • Surrounding community is comprised of single family and attached row dwellings, and a multi-unit apartment • Some private backyard pools are located in the area • Located in an area of Cornwall that is poised for residential growth over the next ten years • There is a high proportion of low-income residents • There is a low proportion of children and youth (13%) • More than half of residents within this catchment zone are served by the outdoor pool at Reg Campbell Park	
Park & Facilities	• Playground • Open greenspace	
Access & Transportation	• Easily accessible by pedestrian • No on-site parking • Transit stop is located adjacent to the park	
Condition	• Pool and building are aging and not designed to modern requirements, including AODA • City's oldest pool (1967)	
Operations	• Average usage levels	

Terry Fox	Comments
Neighbourhood & Location	• Located within the Eamer's Corner residential community • Surrounding community is comprised of single family dwellings • Located in an area of Cornwall that is poised for residential growth over the next ten years • There is a high proportion of children and youth (23%) • Serves a limited number of residents living within the catchment area • Many private backyard pools are located within the area • Heated outdoor pool in St. Andrews West (South Stormont Township) is a 5-minute drive to the north
Park & Facilities	• Tennis courts (2 lit) • Playground
Access & Transportation	• Easily accessible by pedestrians • Approximately 5-minute walk to the nearest transit stop
Condition	• Pool and building are aging and not designed to modern requirements, including AODA • City's newest pool (1981)
Operations	• Fewest visits of any outdoor pool in 2019



Actions

Strategic decisions and capital investment are required to enable the City to deliver high quality outdoor aquatic services and facilities to Cornwall residents. Solutions should be sought that will allow the City to better serve the community as a whole for the long-term.

1. Assess existing pools on a regular basis and evaluate for **removal from service** only at such time that they require significant capital repairs. Additional outdoor pools are not recommended.
2. Initiate a **pool enhancement and redevelopment program** to improve the quality and longevity of outdoor pools and their support structures, with a focus on high needs areas. Significant accessibility upgrades and modernization initiatives should be undertaken at selected outdoor pool sites. The City's ongoing structural audit will provide additional information to guide investment decisions.

Support a long-term provision level of three outdoor pool sites, to be achieved through attrition and reinvestment initiatives. Over time, selected pools should be enlarged or redeveloped to provide multi-functional designs; larger pools may offer beach entry, water features, accessible changerooms, more deck space, shade, heated water, modern mechanical systems, etc. A pool enhancement program – combined with splash pads spread throughout the City – should increase interest in outdoor aquatic activities (as has been the experience of several municipalities), while still allowing room for growth.

The following outdoor pool locations are recommended for continued service and capital reinvestment:

- a) The high attendance levels at **Mattice Pool** show that the community supports this facility and its location within a high needs neighbourhood are significant reasons to ensure that outdoor pool services are maintained.
- b) The **St. Francis and Reg Campbell Pools** achieve strong levels of use and provide good access to distinct neighbourhoods in Cornwall. Consideration should be given to maintaining outdoor aquatic services at both of these locations.
3. Consider low usage levels, rising capital and operating requirements, and overlapping service areas when looking to **repurpose outdoor pools** to other park-based uses. Working in tandem, splash pads and outdoor pools should be distributed in a manner that enables equitable access to residents across the City.

The following outdoor pool locations are recommended for repurposing to other amenities or closure once they become cost prohibitive to repair, subject to additional study on capital requirements:

- a) The proximity of the **St. Joseph Pool** to Mattice and Reg Campbell pools restrict it from achieving higher levels of use. It is also the City's oldest outdoor pool and a candidate for repurposing to other amenities.
- b) The low attendance levels at **Terry Fox Pool** reflect a community with greater means and choices in relation to outdoor aquatic activities. This facility is a candidate for repurposing to a splash pad.
4. **Consult the community further** regarding the outdoor pool recommendations, along with the location and design of redeveloped pools and splash pads.
5. Continue to offer free swimming opportunities and consider the costs and benefits of **removing the fee for all public swimming hours** at outdoor pools. Many residents have expressed a need for affordable public swimming opportunities and it is notable that the City's free swims are substantially better attended than paid swims (a ratio of more than 3 to 1).

Appendix D – Parkland Classification System (Official Plan Section 6.6)

The following parkland hierarchy is contained and defined in Section 6.3 of the City of Cornwall Official Plan (2018). It is reproduced herein for reference to permitted park functions, standards, service areas, and locational guidelines.

PARKS PLANNING GUIDELINES (Official Plan, Table 6-1)				
Park Type	Functions	Standards	Population	Locational Guidelines
City-wide Parks	- Serves entire City providing opportunity for a variety of recreational activities not common in community or neighbourhood parks. - Provides specialized facilities for use by a wide segment of the population, includes active and passive - Often includes outdoor recreation activities such as golfing, cross-country skiing, boating and sailing, swimming, hiking, nature study, group picnicking, camping, trails, equestrian activities, etc. - Includes large Conservation Parks as well as city parks such as Lamoureux, Guindon, etc. - May contain major City-wide recreation and cultural facilities such as indoor sports centres, museums, and art galleries, bandshell and outdoor theatre, marina and aquarium, performing arts centre, historic and cultural centres. - Sports fields confined to those of City-wide importance, e.g., senior baseball, cricket. - Large part of site may be devoted to preservation of unique natural or historical areas. - May contain recreation facilities catering to tourists.	2 hectares / 1000 persons - Large size (8 hectares+)	Serves entire City and immediate Region	- Large size - Unique setting - Site should contain features of unique interest (natural features and topography, tree cover, historic, scientific or educational significance) - Potential to support a wide variety of recreational activities - Potential for water-based recreation is desirable - Site should be highly accessible by arterial streets and public transit - Potential for linking site to other parks, bikeways and walkways - Consider site adjacent to other major public facilities

PARKS PLANNING GUIDELINES (Official Plan, Table 6-1)				
Park Type	Functions	Standards	Population	Locational Guidelines
Community Parks	- Provides passive and active recreation facilities serving several neighbourhoods, including opportunities for all age groups. - Should provide a full range of sports facilities meeting the needs of the community such as senior baseball, football, soccer, track and field, tennis, court games, tobogganing area, swimming pool, bocce, lawn bowling, wading pool, hockey arena, horseshoe pitch, skating, etc. - A multi-use community centre is highly desirable. - Should contain a substantial "natural" or well landscaped area for passive activities including family picnicking. - Should contain bermed areas for tobogganing and skiing. - Could include golf pitch and putt facility. - Active and passive recreation areas should be segregated.	1 hectare / 1000 persons 4 to 8 hectares in size 1 to 2 mile spacing distance	10,000 to 20,000 persons (2 to 4 neighbourhoods)	- Highly desirable to locate next to a major community facility - a high school, arena, major swimming pool, branch library, community centre or shopping centre - Access to arterial or major collector street and public transit - Site with topographic variety and tree cover is desirable - Location central to population served - Access to walkways, bikeways and linear park connections is highly desirable
Neighbourhood Parks	- Provides recreational facilities for the immediate neighbourhood. - Often caters primarily to children but also contains some adult recreation facilities. - Primarily active with some passive facilities (in older neighbourhood the proportion of passive activities is normally increased). - May include junior sports fields, court game area, small ice rink, playground facilities, junior toboggan hill, open grassed area for running and active play, tennis courts, wading pool, small swimming pool, clubhouse. - Passive treed area should be located away from more intensive recreation. - The precise type of facilities and passive mix should vary depending upon the characteristics of the neighbourhood.	1 hectare / 1000 persons ½ to ¾ mile Walking distance - minimum size 1 to 4 hectares	serves one neighbourhood or 2,000 to 10,000 persons	- Wherever possible should be located next to an elementary school to provide for joint or multi- use - Site should generally be flat and well drained to accommodate active recreation but should have some tree cover and topographic variation - Site should be located to be highly accessible to the pedestrian or cyclist, children should not have to cross busy streets to reach the park - Site should be highly visible - Access to a linear walkway system is desirable - Centrally located in the neighbourhood or subdivision not near any major streets, main railway lines or other hazardous situations - Access by more than one street with appropriate frontage is desirable - Should be of a sufficient size to support active recreation; size can be reduced where the school grounds can be used for park space

PARKS PLANNING GUIDELINES (Official Plan, Table 6-1)				
Park Type	Functions	Standards	Population	Locational Guidelines
Local Parks (Tot-Lots and Passive Mini-Parks)	- Tot-lot provides play facilities primarily for pre-school children - Mini-Park provides small park for passive recreation.	- Take out of neighbourhood allocation of 1 hectare / 1000 persons - Smaller than 0.5 hectares in size	Part of a neighbourhood	- Should normally be included within the neighbourhood park or located in areas not well served by such parks - Tot-lots should: - be in or near multi- family housing projects. - have good visibility for parental supervision. - be protected from busy streets and hazards. - Centres of Blocks could be considered for tot-lots. - Passive mini-parks require well treed sites and drainage course areas may be considered. - Also consider using residual boulevard spaces
Special Parks a) Linear Parks b) Special Use Parks c) Business District Parks	- Provides linkages to other parks and community facilities. - May provide linear recreation - trails, bikeways, etc. - Provide single recreation function such as golf course, ski centre, botanical garden, marina, stadium, race track, camping - Reinforces activities in the B.D. - Mainly passive function such as relaxing, people watching, etc. - Landscaping areas provide contrast and usual relief to "concrete" downtown. - May be temporary or permanent. - Requires appropriate use of landscaping and furnishings	In addition to normal park allocation of 4 hectares per 1000 persons	- Varies - Normally serves entire City - B.D. users	- Consider valleyland, flood plains, drainage courses, buffer lands, Hydro lines, abandoned or unused railway lines, road allowances, swales, water-front, and walkways - Good accessibility - More desirable if located next to another park or recreational facility - Locate close to or within areas of high pedestrian concentration and activity - Consider use of vacant or underutilized sites - Sites are normally small

Appendix E – Guindon Park Assessment

This appendix examines opportunities to enhance service delivery and respond to community needs at Guindon Park. Information and ideas from the Waterfront Plan are combined with new input to provide the City with options for future service delivery at Guindon Park.

About the Park

Guindon Park is a very large, mostly naturalized waterfront park located on Highway 2 (Vincent Massey Drive) west of Power Dam Drive. Its southern boundary is the Lake St. Lawrence Dyke. The City owns the large majority of the 235-hectare park; approximately 12 hectares is leased from Ontario Hydro. Due to its size and location at the city limits, many visitors drive to the park (it is not on a transit route), although it is accessible from the Waterfront Trail.

The park is predominantly wooded, but portions contain wetlands. Built infrastructure includes picnic areas, a children's play structure, washroom facilities (one of which is open year-round), boat launch, BMX track, and trails for hiking, biking, equestrian use, and cross-country skiing. The park is most often used for casual, passive activities, but also hosts fishing tournaments, bike competitions, and occasional picnics.

The trail network is extensive. Over 12 km of fully accessible cross-country ski trails are maintained by the City and a core group of volunteers. Walking, snowshoeing and dogs are not permitted on the groomed trails. During the spring, summer and fall, certain trails are not presently passable for hiking or biking due to wet conditions or maintenance levels. Feedback suggests that the service levels do not meet the expectations of all trail users, and enforcement of appropriate use is a common challenge.

Figure 40: Guindon Park Site Map (source: Waterfront Plan)



The park has been in City ownership since the early 1970s. In 1977, a detailed park development plan was prepared that would have required considerable expenditure of funds to fully develop. Only portions of the plan have been implemented and the area remains largely a passive recreational area. Waterfront Plans in 1989, 2007 and 2019 have proposed a number of improvements for Guindon Park. Most recently, the 2019 Waterfront Plan proposed ten strategic recommendations to enhance its role as a waterfront park and community hub.

Past reports suggest that the park is under-utilized and not designed to its full potential, keeping in mind a need to ensure proper environmental conservation practices. Recent initiatives undertaken in collaboration with BMX users and the Rowing Club have brought new uses to the park and provide examples of mutually beneficial partnerships.



Figure 41: Guindon Park – Cross-country ski trails

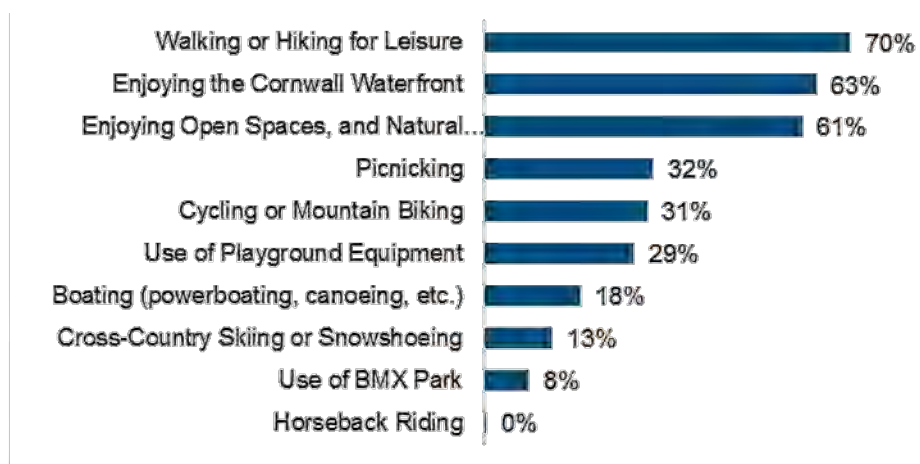


Public Input

Guindon Park was a distinct discussion item in both the 2020 Recreation Master Plan and 2019 Waterfront Plan.

From the Recreation Master Plan survey, it was found that nearly three-quarters (71%) of respondents visited Guindon Park over the past 12 months, most commonly for walking or hiking for leisure, enjoying the waterfront, and enjoying the open space and natural areas. Respondents living in West Cornwall were more likely than respondents living in East Cornwall to have visited Guindon Park, suggesting that proximity is one factor in the park's usage.

Figure 42: Most common uses at Guindon Park – Community Survey (2020 Recreation Master Plan)



The survey found that 73% of respondents were satisfied with the quality of Guindon Park. The public presented both positive and negative views of the park. Although the majority of users are generally satisfied with the park's amenities and activities, many suggestions were received with respect to **improvements to the park**. The most common suggestions for park improvements – received through both the Recreation Master Plan and Waterfront Plan – include:

- enhanced maintenance (e.g., vegetation control, park cleanliness, tick control, road conditions, washroom hours, etc.)
- trail improvements (maintenance, signage/maps, winter grooming, expansion, enforcement, etc.)
- additional outdoor recreation amenities (e.g., campground/RV area, swimming area, off-leash dog park, etc.)
- new infrastructure and services (e.g., restaurant, picnic areas, seating, parking, equipment rentals, docks, etc.)

In general, residents feel that the current park uses are appropriate, but that additional investment in complementary activities that would draw more people (including tourists) into the park are desired. To be effective, these strategies must be coupled with corresponding investment in operations (maintenance, enforcement, etc.) and marketing.

Waterfront Plan

The City's 2019 Waterfront Plan proposed the following ten recommendations for Guindon Park. Many proposed initiatives will require further study, partnerships, and/or external funding to be fully realized. The total cost for implementing these ten recommendations was estimated at \$2.57 million:

Table 46: Recommendations for Guindon Park from 2019 Waterfront Plan

Recommendation	Estimated Capital Cost	Description
G1 Safety Audit	\$15,000	Before other improvements are undertaken, it is suggested that a safety audit be conducted to identify necessary enhancements to improve overall park safety and security. Findings may also provide some direction regarding the recommended signage and wayfinding strategy.
G2 Park Promotion	\$40,000	Develop a marketing campaign for the park to encourage greater use by local residents and tourists.
G3 Campground	\$350,000	Overnight accommodation in a formal campground setting with a small number of yurts or similar type of permanent shelters would offer visitors a unique waterfront-based camping experience as well as provide a revenue generator for the City. This is an opportunity to attract tourists to the park and provide amenities to complement festivals and organized events.
G4 Boat Launch Enhancements	\$480,000	Enhancements should accommodate issues such as water level fluctuations, which prohibit the ramp from extending far enough into the water. Making improvements to the Guindon Park launch (and parking areas) will encourage people to spend time picnicking, and boating in the area.
G5 Trail Enhancements	\$460,000	The trail network in Guindon Park has unrealized potential. It should be upgraded and enhanced for a variety of uses during all seasons (walking, hiking, cross country skiing, mountain biking).
G6 Beach Improvements	\$560,000	Cornwall lacks opportunities for safe water access for swimming. A comprehensive plan is required to address the boat launch design, beach and a floating playground.

Recommendation	Estimated Capital Cost	Description
G7 Floating Playground	\$20,000	Floating playgrounds are increasing in popularity across waterfront communities throughout Southern Ontario. Cornwall provides an excellent opportunity to support this type of use.
G8 BMX Skills Park	\$240,000	Work with club to further invest in existing BMX park to and investigate partnership opportunities to further encourage use of facility and designated trails.
G9 Observation Tower or Deck	\$385,000	The dyke blocks views and access to the water along the majority of Guindon Park's south side. The introduction of a viewing tower or deck (platform) would provide visitors with an opportunity to view the river from the park and would connect visitors to the water.
G10 Stargazing Area	\$20,000	Designate location in the park to enhance stargazing to provide a unique night-time experience.

Figure 43 Location of Recommendations for Guindon Park from 2019 Waterfront Master Plan



Key Considerations

The City's Official Plan (Section 6.3.5b) states that a priority must be placed on maintaining Guindon Park in its 'natural' or wooded state, while recognizing that opportunities exist in both local and tourist-based recreation. Due to its size and attributes, the site has the potential to serve as a "regional park" and passive, outdoor recreation hub. It is not ideally suited for amenities such as sports fields or indoor facilities, but rather nature-based amenities (e.g., trails, waterfront uses, etc.) or those activities that require adequate separation and space from other activities (e.g., BMX, picnicking, camping, etc.). This vision is partially realized, but will require additional planning, collaboration, and funding to achieve.

As noted in the 2019 Waterfront Plan, there are several challenges that need to be considered when planning the future of the park:

- access to water is limited to boat launch area due to the dyke;
- fluctuating water levels need to be considered in the design and planning of new amenities;
- dyke blocks views of the river;
- distance of park from large proportion of Cornwall residents;
- park amenities are not well promoted;
- amenities are not well signed for visitors not familiar with the park; and
- proximity of park to Power Dam; some enhancements may require approval from Ontario Power Generation.

Guindon Park also offers a number of opportunities for recreation and tourism due to its size, unique character and proximity to the central core.

- large natural environment park;
- waterfront pathway provides uninterrupted access from the east;
- existing network of recreation trails;
- boat launch and calmer water; and
- existing infrastructure including parking lots, washrooms, playground, and BMX park.

In addition to the recommendations in the 2019 Waterfront Plan, the following initiatives align with the vision for Guindon Park and should be pursued as opportunities arise:

- a) picnic area improvements, such as the addition of outdoor BBQs and possibly a covered pavilion (rentable);
- b) trail improvements (e.g., extension, widening, signage, range of uses, etc.) must be accompanied by appropriate resources for maintenance; consideration should be given to collaborating with trail-based organizations to assist with maintenance (e.g., grooming of cross-country skiing trails);
- c) development of heritage and nature-based, educational programming and activities for children, seniors, and persons with special needs (e.g., outdoor learning centre); partnerships with service providers should be explored; and
- d) facilitation of special events to encourage broader use of the park.

Actions

Undertake the **phased implementation of improvements to Guindon Park**, as supported by the 2019 Waterfront Plan and research completed for the 2020 Recreation Master Plan. The following phases are suggested based on considerations of practicality, need, and funding. These options should be formalized by the development of a **Guindon Park Strategic Master Plan**.

- a) Short-term recommendations include confirming the phasing and implementation of improvements through a Strategic Master Plan for Guindon Park, followed by high priority projects such as:
 - safety audit;
 - trail enhancements (e.g., extension, widening, signage, range of uses, etc.); if more trails are made multi-use, this could lead to a reduction in the need for enforcement;
 - trail maintenance program, including collaborating with trail-based organizations;
 - park promotion, including on-site maps/signage and online information;
 - picnic area improvements, such as the addition of outdoor BBQs and a covered pavilion; and
 - boat launch enhancements.
- b) Medium-term recommendations (subject to further study; some may require partnerships with others) include:
 - development of heritage and nature-based, educational programming and activities (e.g., outdoor learning centre);
 - facilitation of special events to encourage broader use of the park;
 - off-road connections to recreation path/waterfront trail;
 - development of BMX skills park;
 - beach improvements; and
 - development of a campground (guided by a feasibility study).
- c) Longer-term recommendations (subject to further study) include:
 - floating playground;
 - observation tower or deck; and
 - stargazing area.

Appendix F – Summary of Public Input on Draft Master Plan

The following input was received during the public comment period on the Draft Recreation Master Plan Update in February and March 2021. Comments have been summarized.

What do you like most about the Draft Recreation Master Plan?

- Detailed, easy to understand, well-researched and presented (6)
- Emphasizes the importance of park space to the community, including the waterfront (5)
- Focus on walking trails and outdoor recreation – increased use during the pandemic (5)
- Recommendations to maintain and reinvest in outdoor pools (5)
- Playground recommendations, including adding a play structure to Terry Fox Park and Joe St. Denis Park and creating playgrounds in Bellwood Ridge and East Ridge (5)
- Promotion of active lifestyles and physical activity across all ages; not just a plan for organized sport (4)
- Updates to the City's 2010 Bicycle and Pedestrian Master Plan (3)
- Skateboard park recommendation – central location desired (2)
- That the City is supporting investment in recreation and has a plan to move this forward (2)
- Priority placed on development of a dog park (2)
- Recommendations for cleaning up the lands around the Benson Centre (2)
- Recommendation to install a splash pad at Menard Park (2)
- Recommendation to add a gymnasium to the Benson Centre to support court sports, such as volleyball
- Relocating the Legion Park diamonds to the Benson Centre – waterfront lands should be available for all ages, including older adults
- Consideration of removing the fees for all outdoor recreational swims
- Bike/BMX park enhancements
- Increased collaboration with partners
- Connections between community demographics and recommendations
- Recommendations are reflective of community input from survey – feels that voices were heard
- Improvements to Guindon Park and Lamoureux Park
- Suggestions for waterfront events and rentals (e.g., canoe)
- Support for STEAM programs
- Focus on family activities, affordable programs
- Focuses on enhancing our great assets, not just building new
- Recognition and support for pickleball
- Recommendation to resurface tennis and pickleball courts
- Campground in Guindon Park would be good for tourism, but it should have non-serviced sites to keep it affordable for both the City and campers

Are there any other recommendations (facilities, programs or services) that should be considered within the Master Plan?

- Improvements to bike lanes/paths/active transportation network (5) – establish a continuous network and discourage inappropriate uses; take our bike paths to the next level of certification; establish safe north-south connections
- Playgrounds should have more distinctive and challenging features – provides more variety for children (3); want stronger recommendation for adding natural elements to parks or equipment that encourages risky play
- Establish a beach on the waterfront (2)
- Consideration of rowing in the canal (2)
- Continued improvements to Lamoureux Park, such as adding lights to trails and winter snow clearing (2)
- Music (orchestral/bands) needs to be prioritized and better promoted within the city
- Establish a skateboard park in the south/southeast to deter use of the bandshell
- Plan does not speak to lawn bowling
- Programming at the Arts and Culture Centre should be facilitated by a qualified Arts Coordinator; this facility can be used for small events (intimate theatre, small solo concerts), Aultsville Hall can be used for medium-size events (musicals, comedy nights), and the Civic Complex Arena can be used for large performances
- More focus on the role that parks play in addressing climate change
- Want a paved indoor walking track; the one at the Complex is cement and not great for the joints, while the track around the Benson turf field can be a bit of an obstacle course when there are other activities
- More outreach to growing immigrant and minority communities
- An indoor gymnasium for community and club use should be a higher priority; access to school gymnasiums is not sustainable
- Could consider an indoor roller derby rink for youth use, early years/tots classes, teen dances, disco nights, etc.
- Aultsville community theatre should showcase more local musicals and performances
- Offer expanded blocks of leisure swim times at the Aquatic Centre
- An updated play structure at Chevrier Park
- Interested in programs that teach cooking and gardening skills
- More recreation programs for 3 and 4 year olds, weekend art programs at the Benson Centre, early morning parent and tot swim lessons
- Consider a splash pad/jungle gym combo at the Benson Centre
- Improved sidewalk maintenance to encourage walking
- Ensure that the new Arts Centre is financially self-supporting
- Desire for a second greenspace park in the northern part of town
- Should be a section on addressing lessons learned from planning targets that were missed
- Upgrades to outdoor rinks should be a priority (new boards)
- More recreational activities in Daprat Park, such as a rink, splash pad or pool
- More focus on free activities – outdoor swimming, skateboarding, etc.
- Need a full-size legal running track around the proposed football field
- More facilities in the East End facilities
- Signage to deter unauthorized use of ski trails at Guindon Park bicycle paths
- Consider promoting Guindon Park as a dark sky area for amateur astronomers

- Consider fat bike trails at Guindon Park
- Monitoring of suspicious activity in Guindon Park
- Improved picnic areas at Lamoureux Park, along the waterfront, and marina
- Remove the bylaw against fishing near Lamoureux Park
- Enforcement of cycling speed limits on trails
- More value for taxpayers that don't play sports, such as events like the Balloon Festival
- More tourist-focussed investment in the waterfront (e.g., boardwalk, shops, activities, etc.)
- More focus on fishing and designated ATV and snowmobile trails
- Year-round maintenance of waterfront trail
- Keep snowmobiles and ATVs out of the city and off multi-use trails
- More lighting on Cotton Mill trail
- Consideration of a one-stop structured "wellness hub" that could provide rehabilitation services and support a healthier community
- Seeking more diverse, affordable activities
- More garbage cans need in parks, including in the winter
- Allow dogs in parks
- Comments from Cornwall Minor Baseball:
 - o not currently, nor ever supportive of relocating the Legion Park diamonds to the Benson Centre property; frustrated by continued suggestions to redevelop the Legion Park fields for residential condos, which has been strongly opposed
 - o Legion park is maintained by volunteers in the summer and is a unique asset to the city
 - o hopeful to arrive at an agreement with the City to allow club to continue to operate at Legion Park long-term, and possibly expand the opportunities at the park
 - o identified errors in labelling Legion Park as Pointe Maligne Park
 - o recent drop in minor ball registration was balanced with growth in independent teams; the club's tournaments are a significant economic and sports tourism draw
- Comments from Seaway Valley Soccer Club:
 - o club is interested in working with the City regarding investment in outdoor soccer fields (turf and grass fields)
 - o request to stay informed and participate on a future committee
- Comments from Cornwall Minor Football Association:
 - o reinvest in Joe St. Denis Field and retain it as the home field for minor football; the location serves the local community well, but other amenities are required to make it more multi-use (e.g., playground, pavilion, dog park, skateboard park, tennis/pickleball courts, etc.)
- Comments from Cornwall Vikings Volleyball:
 - o support the addition of a gymnasium to the Benson Centre, but it needs to be designed to accommodate all levels of play, including practices, games and tournaments; consideration should be given to sufficient perimeter space and seating
 - o all potential user groups should have an opportunity to be involved in the design of the proposed gymnasium to ensure correct lines, post placement, and safe free space requirements
- Comments from Cornwall Pickleball:
 - o ensure that priority is placed on resurfacing one of the shared pickleball/tennis court sites; consider different colour lines to enhance visibility for pickleball players

- Comments from Transition Cornwall+:
 - o suggestion for inclusion of more and better photos showing range of unstructured activities
 - o greater focus on maintenance of facilities
 - o greater focus on integrated planning and how investment in recreation and parks can help the City achieve many of its other objectives
 - o more alignment with the Waterfront Plan
 - o more actions related to the integration of nature and unstructured opportunities
 - o greater focus on low and no-cost activities (e.g., aquatic programming for schools, park programming, evaluation of the recreation assistance program)
 - o ensure that plan has been reviewed by persons with a disability
 - o greater focus on the development of physical literacy
 - o consider establishing a sport and recreation council (not an advisory committee) that could seek to address some of these foundational things across all sectors
 - o more focus on active transportation, utilitarian transportation, complete streets, winter maintenance of trails/sidewalks, forming a trails and advisory committee, reviewing the Bicycle and Pedestrian Master Plan
 - o greater attention to community gardens – looking for a strong recommendation to establish more on City lands and active transportation routes
 - o greater focus on unstructured facilities
 - o seeking more prominent focus on linear parks, natural areas, and natural parks
 - o impact of COVID-19 should be more thoroughly reflected in the Plan, such as the need for safe, accessible, outdoor recreation opportunities
- Comments from L'Association Renaissance:
 - o advocating for additional investment in parks within the Renaissance District, and area that has several low-income earners, but is also gentrifying
 - o Mattice Park:
 - would benefit from a splash pad
 - basketball court requires rehabilitation
 - request for garbage cans to be left in park year-round
 - suggest that park be “reimagined”, with more opportunities for adults and seniors – the Association will be conducting a survey and provide the City with a copy
 - o Aime Leblanc Park:
 - outdated playground equipment, outdated signage, and deteriorating furniture
 - suggest that park be expanded and redesigned with a nautical theme with unique seating options, lookout and water bottle filling station
 - o Chuck Charlebois Trail – suggestions include:
 - boardwalk/observation deck and gazebo
 - regular patrol and enforcement
 - leverage green/eco opportunities
 - shoreline and open space maintenance, including improvements to steps leading to river
 - adding seasonal floating docks

- trailhead for historical walking tour
- year-round snow clearing
- accessibility and barrier-free improvements
- garbage cans in place year-round
- promotion of eastern segment of trail

Additional Comments

- Oppose moving the ball diamonds away from Legion Park (5)
- Oppose additional investment in the Benson Centre/west end as it is inconvenient for residents without vehicles; too much congestion at one location (2)
- Oppose selling waterfront parklands for residential development – lands should be accessible to everyone (2)
- Oppose establishing a campground in Guindon Park – there are enough alternatives and this would be out of character with the park's natural areas (2)
- Request from Cornwall Vikings Volleyball Club to be included on the list of Master Plan stakeholders
- Master Plan was too long and not enthusiastic
- Question the focus on pickleball as it is particularly popular with non-residents
- Washrooms should not be open 24-hours to deter vandalism and inappropriate activity
- Concerned that the survey was not completed by families living in lower income neighbourhoods
- Concerned that closure of St. Joseph's Pool will lead to increased swimming in the river and associated risks
- Desire for more consultation from Cornwall residents
- Request to have entire Master Plan translated to French
- Questioned the proposal to move the Joe St. Denis football field to the Benson Centre
- Need to make sure there are proper financial resources to implement the Master Plan