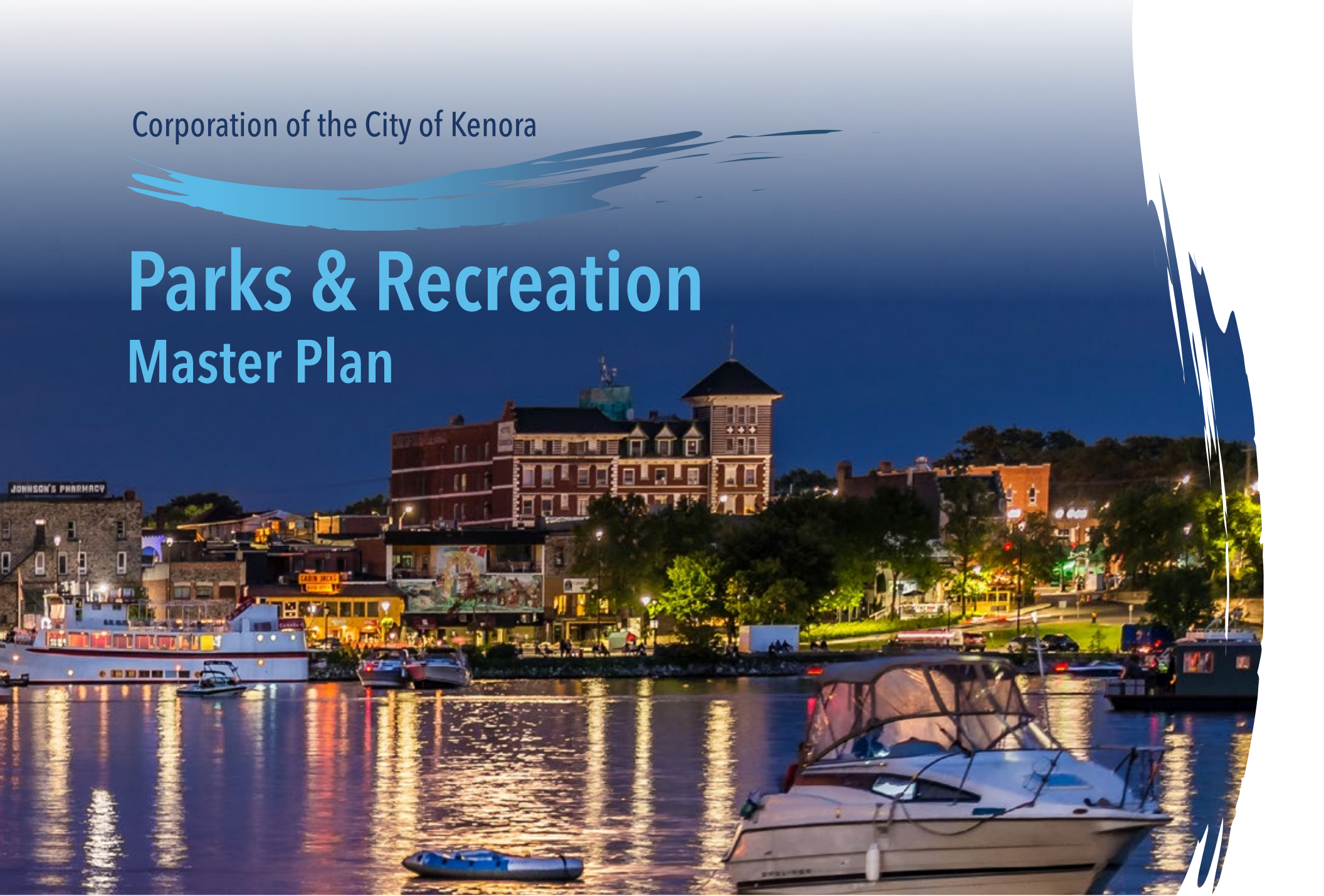


Corporation of the City of Kenora

Parks & Recreation Master Plan



LAND ACKNOWLEDGEMENT

In the spirit of reconciliation, the City of Kenora acknowledges that we are on the traditional territory of the Anishinaabe and Metis of Treaty #3. The City of Kenora was originally the land base of one collective First Nation community, which was separated into three communities now known as Wauzhushk Onigum, Niisaachewan, and Washagamis Bay First Nations. Kenora now sustains many others, all of whom have been welcomed to peacefully share and care for these ancestral Lands and Waters.

To support stewardship of the land, the City recognizes the importance of a strong relationship with our Treaty #3 partners. The City of Kenora acknowledges that our economy greatly benefits from the Anishinaabe and Metis that live in and around the City.

EXECUTIVE SUMMARY



This Recreation and Parks Master Plan offers a blueprint for future planning and decision-making about investments in recreation and parks assets, services, and programs that Kenora may require over the next 10 years. It is framed around longer-term priorities and recommendations that anchor the City's long-range capital plans and annual budgets for parks and recreation, while also shaping service delivery priorities and partnerships that respond to the interests of residents and stakeholders.

Council's adoption of the RPMP demonstrates high-level support for the future directions of recreation and parks in the city. To further advance recommended actions in this Plan, staff and community stakeholders will need to undertake detailed planning moving forward. Key decisions on these matters should be supported by detailed plans and staff reports, considered by Council at appropriate times.

The goal of Kenora's Recreation and Parks Master Plan (RPMP) is to optimize the places, spaces, and services that our residents access to be active, to play, and to be with others doing activities that are important to their quality of life.

The Master Plan was developed over three phases. The first two phases focused on understanding the current state of recreation and parks in Kenora from a physical and spatial perspective and through listening to and engaging with stakeholders and residents. Detailed stand-alone reports were prepared covering what we found (State of Report) and what we heard (What We Heard Report) over these two phases. While the Master Plan is a forward-looking document, it is inspired by influences identified in the research and insights shared by the community in phases one and two.

Through survey results, Kenora residents reported that they highly value recreation and parks amenities, programs, and services. Nearly all households surveyed (99%) feel that recreation and parks are either very or somewhat important to their quality of life. Additionally, these amenities and services increase the appeal and attractiveness of Kenora for current and prospective residents (98%). Residents are generally pleased with current recreation and parks offerings and the overall theme that emerged from engagement work speaks to the **importance of optimization** of the City's existing recreation and parks offerings.



More than **1,200 engagement responses** were collected from residents, stakeholders, and user groups as part of the engagement work that directly informs this Master Plan.

PLAN OUTCOMES AND GUIDING PRINCIPLES

Outcomes and guiding principles have been developed to provide an important foundation for the City, residents, and visitors to understand why the City invests in recreation and parks and how it makes decisions. These outcomes and guiding principles reflect the values and desires of residents, stakeholders, and user groups as identified through engagement, and align with broader City strategies and plans to maximize synergies and cross-departmental collaboration.

PLAN OUTCOMES



Organization

- Investment or reinvestment in facilities and parks is prudent and supported by a business case that responds to prioritized needs.
- External funding sources are leveraged to offset capital costs for redeveloping and enhancing recreation facilities and parks.
- Operational policies and practices should demonstrate equity and aim to accommodate the unique needs of participants and organizations involved in the delivery of recreation and sport programs.
- Community-driven sport and recreation programs and services must continue to thrive.



Participants

- Participants develop fundamental activity skills as well as some advanced activity skills in some pursuits.
- Participants remain active and engaged in healthy recreational activity for life.
- Participants are healthier – physically, mentally, spiritually, and socially.
- Participants have a deeper connection with nature and support environmental sustainability initiatives.
- Participants have opportunity to build relationships with other athletes through competitive sport and recreation activities.



Community

- People and businesses choose Kenora for quality of life.
- Kenora celebrates together, and often.
- Residents are physically active year-round – inside and outside.
- Kenora's athletes, teams, coaches, volunteers, facilities, and fields are a source of community pride.

GUIDING PRINCIPLES



1 Equity and Inclusion

Parks and recreation opportunities are available to all, regardless of age, gender, ethnicity, or socio-economic status.



5 Reconciliation

Parks and recreation opportunities support Truth and Reconciliation and are a medium through which understanding and healing can be advanced.



2 Accessibility

Barriers to participate in parks and recreation opportunities are minimized, be they physical, skill, or awareness related.



6 Collaboration

The City will work with partners such as community groups and associations, user groups, and other communities to leverage collective investments in parks and recreation to achieve common goals.



3 Affordability

Publicly funded parks and recreation opportunities will be affordable, with some being free to access.



7 Climate Action

Parks and recreation services will be offered in ways that minimize carbon footprints and respect and protect biodiversity and the environment.



4 Viability

The City will work to optimize the use of parks and recreation spaces, balancing financial requirements (user fees) and social benefit (individual and community).



8 Leadership

The City embraces its leadership role in the provision of parks and recreation, influencing the strategic direction of all stakeholders building capacity in the service delivery system where possible.

ACTION PLANS

This Master Plan is organized around 'Action Plans' (Section 7) that have been developed for indoor and outdoor recreation amenities, parklands and trails, and service delivery. Each of these four 'Action Plans' review the City's current inventory and service delivery approach, summarize what was learned through research and engagement, offer recommendations, and provide implementation guidance. Service provision targets are established for all amenities that fall within each 'Action Area'. These Plans focus on the following topics:

- A Service Delivery Framework for Recreation and Parks in Kenora
- Recreation Programs and Services
- Community Policies
- Equity, Diversity, Inclusion, and Reconciliation
- Partnerships
- Marketing and Communications
- Data Collection and Analytics



IMPLEMENTATION: BIG MOVES

This Master Plan contains recommendations that touch upon every aspect of Kenora's recreation and parks service delivery system. To successfully implement this Master Plan, coordinated efforts and actions from Council, staff, stakeholders, and the public is required.

While there are many recommendations presented in this Master Plan, an approach for understanding where to start and why involves looking at recommendations through various lenses. Some of these recommendations represent 'Big Moves' for the City in terms of its service delivery approach and capital budgeting, whereas others point more towards future directions the City may wish to explore, and others yet are focused on achieving operational excellence, which may require smaller-scale changes. The thrust of this Master Plan is optimization and enhancing Kenora's overall recreation and parks offerings.

Recommendations that are categorized as '**Big Moves**' for the City will involve significant changes to optimize the City's recreation and parks offerings, including developing new or affirming existing plans and strategies, or adjusting or reviewing user fees.

INDOOR RECREATION

- Maintain the current two standalone ice arenas. An additional (third) ice surface is not required.
- Investigate options for expanding the footprint of the Fitness Centre to accommodate fitness equipment and fitness program rooms.
- Pursue funding that may be available to support arena facility renewal, and opportunities to reduce facility emissions and environmental impacts.





OUTDOOR RECREATION

- Provide a City-wide serving, fully accessible playground at Norman Park.
- Prioritize playground enhancement and development in areas where free, quality play spaces will have the greatest impact to the community.
- In alignment with the recommended service level, renew existing ball diamonds to enhance quality and condition, specifically focusing on improving field drainage and conditions, installing lighting to expand hours of use, and upgrading or developing support amenities such as washrooms.
- Pursue renewal of 4 tennis courts at Kenora Recreation Centre.
- Install seating features at the skatepark at Kenora Recreation Centre.

PARKLAND AND TRAILS

- Recognizing that parks, trails, and beaches are significant civic assets, the City should create a sustained budget allocation for trail, park, and beach infrastructure, including capital, operations, and maintenance (staffing and equipment).
- Investigate the development of a Trail Centre at a strategic location within the City's existing and emerging trail network.
- Develop a strategy for reducing environmental impacts of parks operations, including equipment, landscaping techniques, species type, fleet electrification, waste diversion, and minimizing water consumption.
- Strategically direct the development, use, and management of public docks, boat launches, and marina support infrastructure.
- Strategically approach planting selection, design, and maintenance for the City's urban tree canopy, including an inventory of the urban canopy, greening strategies for areas of low tree canopy/greenspace, and identification and mapping of invasive species.



SERVICE DELIVERY

- Adopt the Service Delivery Framework for Recreation and Parks in Kenora as a tool for clarifying the roles of different stakeholders in the delivery of recreation and parks and the Role of the City of Kenora's Recreation and Parks Staff under each of the three identified approaches.
- Review Ice Allocation and User Fee Policies for indoor ice arenas in the City to ensure equitable access, and to balance affordability with cost recovery considerations.
- Collaborate with various sports clubs in Kenora, including pickleball, hockey, and ball groups, to enhance opportunities for sport tourism and tournament hosting.
- The City should consider providing or enhancing program delivery in the following areas: drop-in youth programs, youth mountain biking and BMX, pre-registered fitness and wellness classes, Nordic activities, and community gardening.



CONCLUSION AND NEXT STEPS

Recreation and parks provide environmental, health, social, cultural, and economic benefits to individuals and communities. Cornerstone to our quality of life and sense of community and belonging, the City of Kenora invests in recreation and parks to provide life-long health and prosperity benefits for our residents. This Master Plan will help to guide future decision making and ensure that investments made benefit all members of the community and affirm Kenora's reputation as a great place to live and visit.

The City of Kenora's Recreation and Parks Master Plan provides a blueprint for the next 10 years of planning and decision making about investments in recreation and parks assets, services, and programs. Insights and recommendations presented are based on extensive community and stakeholder engagement and reflect best practices observed within the recreation and parks sectors.

Initial implementation of this Master Plan should begin with Council's adoption, and the goal, desired outcomes, and guiding principles presented herein, thereby forming the basis for Community Services departmental business and operations planning. Recommendations identified for the first three-year period of the Master Plan should be prioritized first, with an eye to medium- and long-term recommendations as well.



TABLE OF CONTENTS



1 INTRODUCTION

METHODS & PLANNING PROCESS

BENEFITS OF PARKS AND RECREATION

HIGHLIGHTS FROM THE RESEARCH

HIGHLIGHTS FROM THE ENGAGEMENT ACTIVITIES

2 FOUNDATION FOR KENORA'S RECREATION AND PARKS SERVICE DELIVERY

OUTCOMES

GUIDING PRINCIPLES

ALIGNMENT WITH EXISTING STRATEGIES AND PLANS

3 PRIORITIZATION OF INDOOR AND OUTDOOR FACILITIES NEEDS

2

5

6

10

OVERVIEW OF THE PROPOSED PRIORITIZATION PROCESS

13

14

16

17

4 ACTION PLAN FOR INDOOR RECREATION FACILITIES

FITNESS FACILITIES AND RELATED AMENITIES

COMMUNITY CLUBS

ARENAS

AQUATICS

INDOOR ARTIFICIAL TURF FACILITY (SPORTPLEX)

GYMNASIUMS

18

19

24

25

28

31

36

39

42

5	ACTION PLAN FOR OUTDOOR RECREATION FACILITIES		
	PLAYGROUNDS	46	
	SOCCER FIELDS	50	
	BALL DIAMONDS	53	
	OUTDOOR RINKS	56	
	TENNIS AND PICKLEBALL COURTS	59	
	OUTDOOR FITNESS EQUIPMENT	62	
	MULTI-SPORT COURTS	65	
	SKATEBOARD AND BIKE PARKS	67	
	OVERVIEW OF KENORA'S PARKLAND SUPPLY	70	
6	ACTION PLAN FOR PARKLAND	70	
	PARKLAND CLASSIFICATION SYSTEM	73	
	TRAIL CLASSIFICATION SYSTEM	75	
	PLANNING GUIDANCE FOR PARKLAND	77	
	PLANNING FOR NEIGHBOURHOOD-SCALE PARKS	79	
	CONTINUED PLANNING AND INVESTMENT IN BEACHES AND WATERFRONT PARKS	84	
	CLIMATE CHANGE AND ENVIRONMENTAL SUSTAINABILITY	85	
	STEWARDSHIP	87	
	PUBLIC DOCKS AND BOAT LAUNCHES	88	
	GUIDANCE FOR TRAIL CENTRE	89	
	URBAN FORESTRY SERVICES	92	
45	7 ACTION PLAN FOR SERVICE DELIVERY		93
	A SERVICE DELIVERY FRAMEWORK FOR RECREATION AND PARKS IN KENORA		93
	RECREATION PROGRAMS AND SERVICES		97
	COMMUNITY POLICIES		98
	EQUITY, DIVERSITY, INCLUSION, AND RECONCILIATION		102
	PARTNERSHIPS		104
	MARKETING AND COMMUNICATIONS		106
	DATA COLLECTION AND ANALYTICS		107
	8 IMPLEMENTATION AND MONITORING		108
	IMPLEMENTATION: BIG MOVES STRATEGY		109
	MONITORING		136
	EVALUATING POTENTIAL INVESTMENTS		137
	9 CONCLUSION AND NEXT STEPS		139
	APPENDICES		140
	APPENDIX A: FACILITY PRIORITIZATION CRITERIA		140
	APPENDIX B: PARK INVENTORY DESCRIPTIONS		145

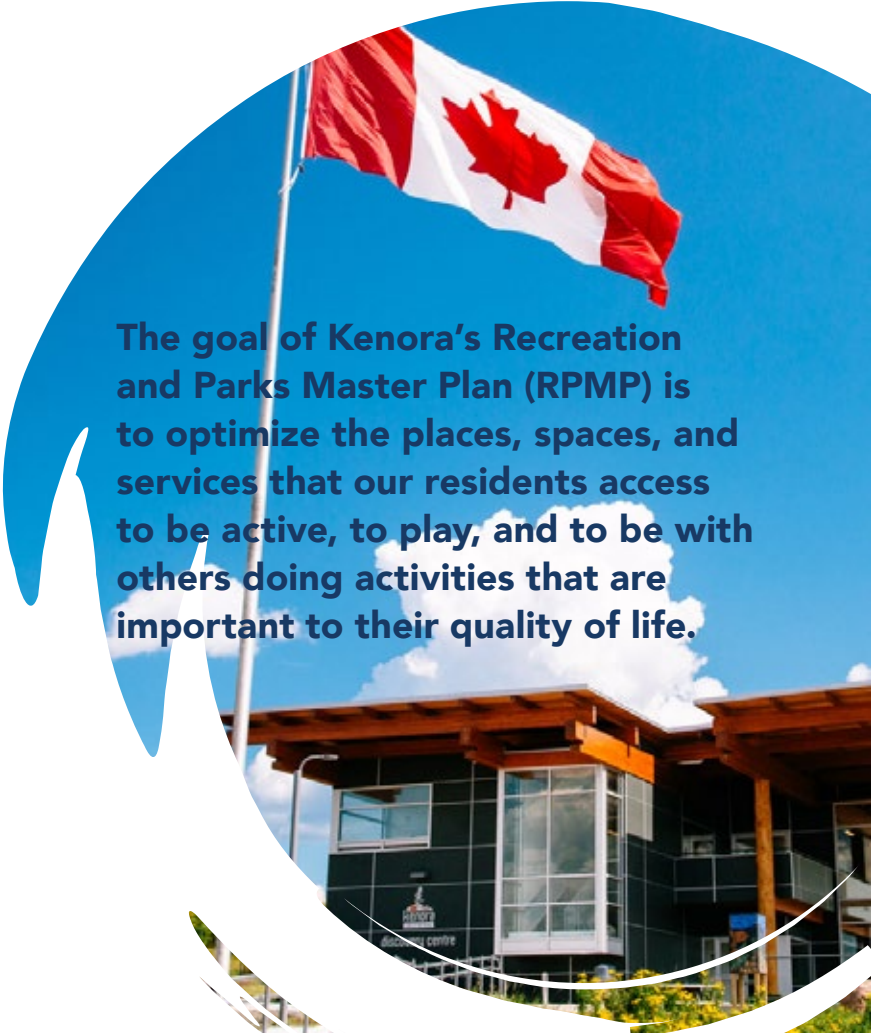
1

INTRODUCTION

PURPOSE OF THE RECREATION AND PARKS MASTER PLAN

This Recreation and Parks Master Plan offers a blueprint for future planning and decision-making about investments in recreation and parks assets, services, and programs that Kenora may require over the next 10 years. It is framed around longer-term priorities and recommendations that anchor the City's long-range capital plans and annual budgets for parks and recreation, while also shaping service delivery priorities and partnerships that respond to the interests of residents and stakeholders.

Council's adoption of the RPMP demonstrates high-level support for the future directions of recreation and parks in the city. To further advance recommended actions in this Plan, staff and community stakeholders will need to undertake detailed planning moving forward. Key decisions on these matters should be supported by detailed plans and staff reports that will be considered by Council at appropriate times.



The goal of Kenora's Recreation and Parks Master Plan (RPMP) is to optimize the places, spaces, and services that our residents access to be active, to play, and to be with others doing activities that are important to their quality of life.



METHODS & PLANNING PROCESS

The geographic area that this Master Plan focuses on is illustrated in the map on the following page.

The Master Plan was developed over three distinct phases. The first two phases focused on understanding the current state of recreation and parks in Kenora from a physical and spatial perspective, and through listening to and engaging with stakeholders and residents. Detailed stand-alone reports were prepared covering what we found (Current State Report) and what we heard (What We Heard Report) over these two phases.






This Master Plan document was prepared in phase three and is the final guiding document. While it looks forward, it is inspired by influences identified in the research and insights shared by the community in phases one and two.

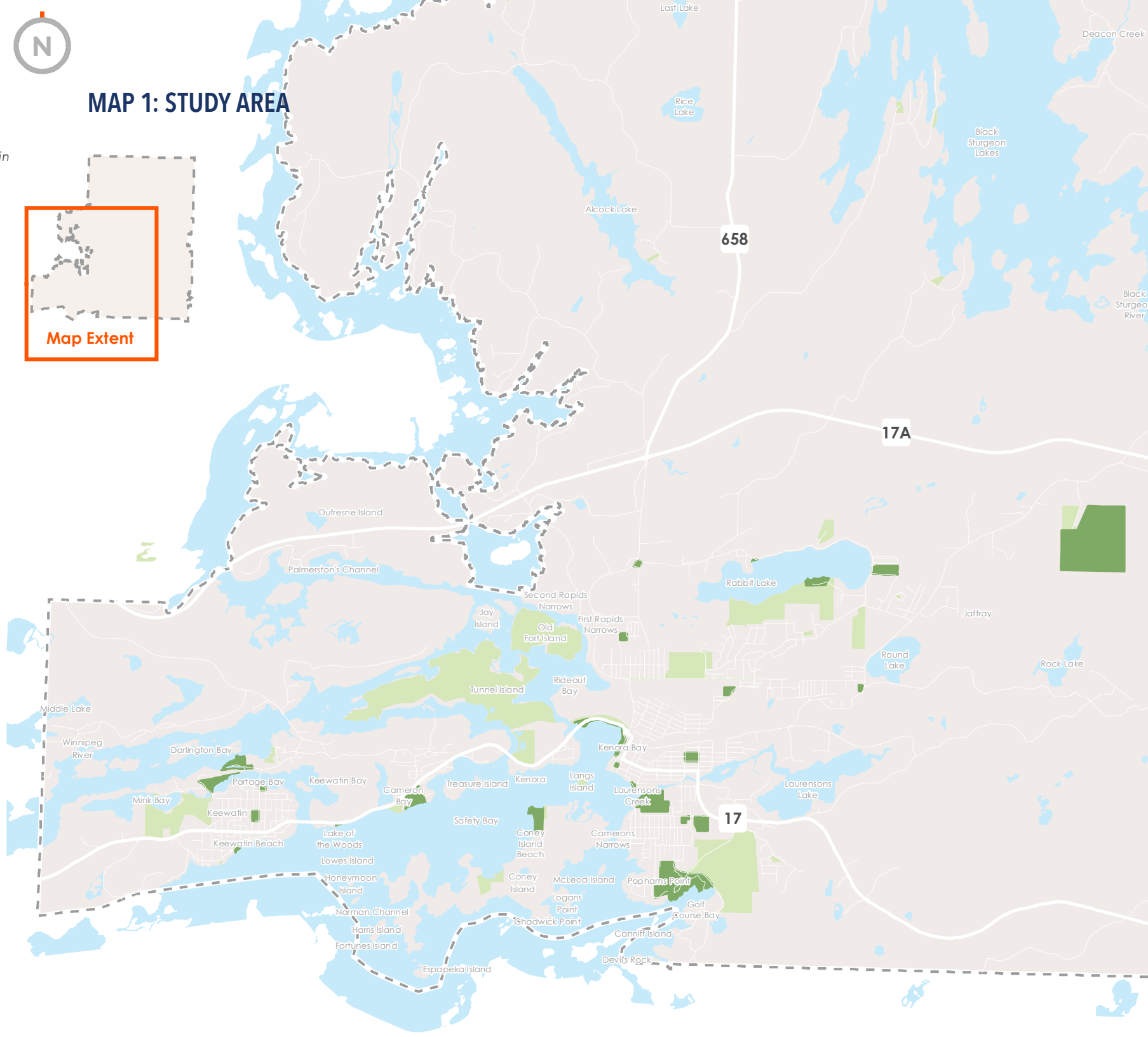
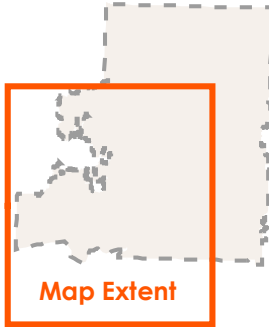


MAP 1: STUDY AREA

This figure shows the established area within the study area.

Base Features:

-  Road
-  Study Area
-  Municipal Park
-  Open Space
-  Waterbody



Research & Analysis



Benchmarking

A qualitative comparison of the City of Kenora's provision of parkland and recreational facilities against regional and comparable municipalities.



Foundations

Guiding local, regional, provincial, and national strategies and plans were reviewed to understand inter-disciplinary, relevant connections that the Recreation and Parks Master Plan should align with.

Trends Analysis

An analysis of which recreation and sport activities have been growing or shrinking and how the business of delivering municipal recreation services is changing.



Facility and Park Assessment

Each park and facility was visited and evaluated against community needs, usage, condition, amenities, function, and location. This information was used to evaluate the priority of future investment needs.



Coded Online Resident Survey

A coded survey method was conducted in the winter of 2021 to reach residents and learn about household interests and future needs related to recreation and parks. The results influenced the plan's recommendations.

Interactive Crowd Source Mapping

Residents were invited to 'pin' suggestions on an interactive web map to provide targeted insight on where assets might be maintained better or where new facilities could be located.



Public and Stakeholder Engagement



Stakeholder Interviews

Small group and individual interviews provided an opportunity to hear from community organizations, user groups, committees, and members of Council about the way they use recreation facilities and parks in Kenora.



Sounding Boards

Poster boards were setup in prominent indoor and outdoor facility locations for residents and visitors to share notes and suggestions for the plan.



BENEFITS OF PARKS AND RECREATION

Recreation and parks provide environmental, health, social, cultural, and economic benefits to individuals and communities. Cornerstone to our quality of life and sense of community and belonging, the City of Kenora invests in recreation and parks to provide life-long health and prosperity benefits for our residents. The many benefits that this Recreation and Parks Master Plan seeks to optimize for residents are highlighted.



Environmental

- Build a strong culture of conservation and connection to nature
- Protect & restore biodiversity
- Provide essential ecological services (e.g., water filtration, pollination, climate regulation)
- Enhance our resilience and adaption to climate change
- Mitigate risk from extreme weather events



Health

- Improve physical health of residents and reduce mortality
- Reduce mental health incidence
- Build positive self-esteem and confidence
- Support individuals to achieve their full and holistic potential



Social & Cultural

- Increase social interaction, cohesion, and inclusion
- Build community pride
- Grow learning and appreciation about the region's history & culture
- Strengthen relationships with First Nations
- Support the continuation of traditional practices
- Protect spiritual and culturally sensitive sites
- Preserve our viewscapes and sense of place
- Reduce self-destructive and anti-social behaviours



Economic

- Increase individual productivity
- Grow our outdoor recreation and visitor economy and diversify the regional economy
- Create new direct and indirect jobs
- Attract new and retain existing skilled labour and businesses
- Stimulate capital and business investment in the region
- Increase land values and regional and local government revenues
- Reduce financial costs for health care, emergency response, and natural disasters

HIGHLIGHTS FROM THE RESEARCH

The highlights that follow form part of a more comprehensive report of research findings in the stand-alone State of Recreation and Parks in Kenora background report. Many of these research findings have implications for the Master Plan and are summarized at a high level on the following pages.

POPULATION CHARACTERISTICS

- Demographic characteristics of the population suggest that Kenora:
 - » Is older compared to the province, and aging. Kindergarten through grade 12 enrollment in both school boards has been stable and is not projected to grow.
 - » Is one-fifth Indigenous – a group that, on average, is 10 years younger than the City’s population as a whole.
 - » Has pockets of vulnerable households what require various forms of assistance, including support to participate in sport and recreation activities.
- The 2031 population is projected to be about 1,000-1,400 greater than in 2021. Population growth is not expected to drive an increase in demand for parks and recreation facilities or services.
 - » Kenora’s population decreased by around 1% between 2016 and 2021, with unorganized areas growing in population. The City should continue to monitor population growth to ensure adequate provision of amenities and services.



14,967

Total Population



44.3

Median Age



2.3

Average Household Size



6,799

Total Households



94%

Owner Occupied



21%

Self-Identify as Indigenous



Kenora's population is projected to grow by between 1,000 and 1,400 in the next ten years. Population growth is not expected to drive greater demand for recreation and parks.

Participation across age segments has shifted away from team or group activity towards individual pursuits and unstructured activities. Drop-in activities such as swimming and individual fitness activities are expected to remain popular, with renewed importance for affordable options.



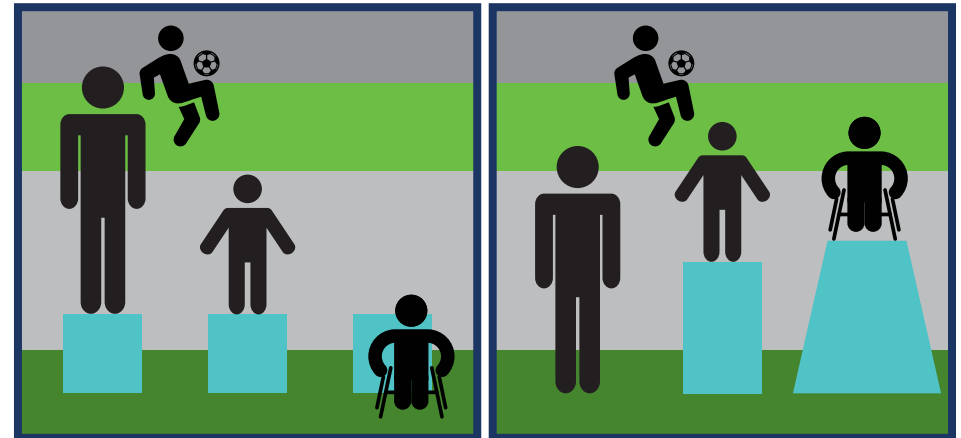
PARTICIPATION TRENDS AND OBSERVATIONS

- Youth activity preferences have been shifting over time towards individual pursuits and unstructured sporting activities like swimming, skateboarding, and mountain biking.
- Municipalities have been focusing on providing expanded drop-in activities to better accommodate youth and adults that lack interest or ability to participate in organized and/or competitive leagues.
- Service delivery areas likely to experience increased demand in the coming years include aquatics (e.g., therapeutic programs), individual fitness, indoor soccer and turf facilities, spontaneous and unstructured activities, soccer, pickleball, trail activities (e.g., hiking, running, cycling), skateboarding, basketball, and special events & festivals.
- As Canada's population continues to age over time, demand may also increase for programs and activities designed for older adults such as low-impact activities, strength-building programs, and more casual, social-oriented drop-in programs.
- Affordability has been and will continue to be an important barrier hindering participation rates in recreational pursuits.

DELIVERY PRACTICES

- **Equity:** The principle of equity in recreation and parks recognizes that community organizations involved in the delivery of sport and recreation have different circumstances that require different supports to make it possible for them to have equal access to the required spaces to deliver a program or service. The same is true for equitable access for individuals – recreation and parks should be equally accessible and available to a people regardless of income level, ethnicity, gender, ability, or age. Many municipalities are tackling historic inequitable access to and use of recreation facilities and parks by systematically reviewing user fees and charges practices, facility allocation policies, hiring and training processes, award of grants, financial assistance programs, and provision and maintenance of quality parks and outdoor spaces.
- **Sustainability:** Climate change is significantly impacting how recreation facilities and parks are designed, operated, and maintained. Development of any type of facility or park should consider and embed the principles and process of Infrastructure Canada’s Climate Lens Assessment to ensure future infrastructure is more resilient to the impacts of a rapidly changing climate and energized by green sources.
- **Reconciliation:** Recreation, sport, and parks provide activities and spaces for non-Indigenous to listen to and learn from Indigenous persons about the implications of colonization and the injustices of government policies.

Equity, sustainability, and reconciliation are important principles within recreation and parks service delivery. Municipalities are increasingly considering how these principles are reflected within their own approaches to service delivery.



More than 1,200 responses were collected from residents, stakeholders, and user groups as part of the engagement work that directly informs this Master Plan.

HIGHLIGHTS FROM THE ENGAGEMENT ACTIVITIES

This section offers an overview of the engagement methods used and highlights from the online public survey that provide a general, all Kenora perspective on recreation and parks. A detailed analysis of each engagement method is provided in the stand-alone **What We Heard Engagement Findings Report**.

OVERVIEW OF ENGAGEMENT METHODS

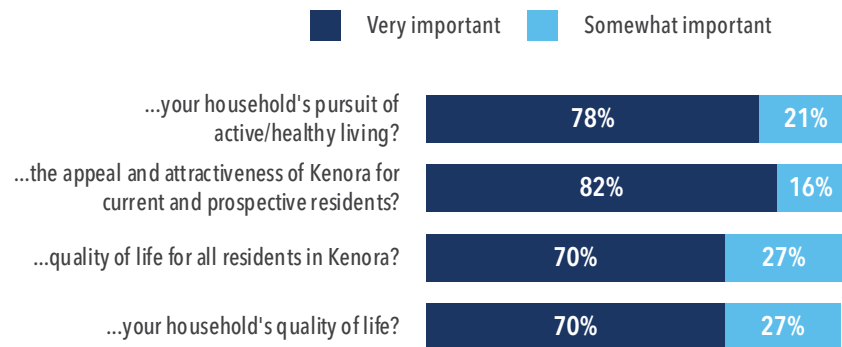
Five engagement methods were utilized to gather input and thoughts on the following key topics:

- Parks and recreation activity characteristics (e.g. levels of use, where people participate, why they participate).
- Barriers to participating in parks and recreation activities.
- Perceived strengths and gaps within the service area.
- Trends, changes, and evolution within parks and recreation.
- Future infrastructure and programming priorities.

The approach to engagement was informed by the International Association of Public Participation (IAP2) best practices and core values, with engagement occurring primarily at the 'consult' and 'involve' levels of the IAP2 spectrum. This means that engagement activities sought to obtain feedback and engage with the public to make sure that concerns and aspirations were considered and understood. The chart below identifies each of the five engagement methods utilized, and targeted engagement cohorts, along with total number of engagements/responses collected through each method.

ONLINE PUBLIC SURVEY FINDINGS

- Residents value the importance of quality recreation and parks, more for the benefits they provide the community as a whole versus for their household or themselves.



- The most popular indoor activities identified include walking/running indoors (42%), swimming in drop-in or programming (42%), visiting museums or heritage attractions (33%), attending social events (27%), and fitness training or classes (27%).
- The most popular outdoor activities include hiking/walking/running (82%), boating (69%), accessing beaches (69%), gardening (63%), attending community events (58%), and BBQs/picnics/outdoor social gatherings (51%).
- The top **indoor recreation** amenities identified for **enhancement** include indoor aquatic facilities (39%), arenas (39%), fitness facilities (34%), indoor walking/running tracks (34%), and community halls and social gathering spaces (32%).

- The top **indoor recreation** amenities identified for **development** of more of include youth spaces (47%), indoor children's play spaces (47%), seniors spaces (42%) and an indoor multi-sport facility (38%).
- The top **outdoor recreation** amenities identified for **enhancement** include beaches (56%), pools (37%), skating rinks (35%), natural surface trails (34%), and ball diamonds (32%). Several amenities received around 30% of responses, including playgrounds. Please see the chart below.
- The top **outdoor recreation** amenities identified for **development** include natural surface trails (53%), paved trails (51%), BBQ / picnic areas / park shelters (48%), playgrounds (41%), campgrounds (41%), and community gardens (40%).
- The top recreation program types, based on 319 selections made, include adult fitness and wellness programs (127 out of 319 responses, or 40%) and city-wide special events (31%).
- Just under half (44%) of respondents feel there is sufficient parks and green space within a 10-minute walk of their residence, whereas 49% feel that there is not sufficient space.

ARE THERE SUFFICIENT PARKS AND GREEN SPACES WITHIN A 10 MINUTE WALK OF YOUR RESIDENCE?

When asked whether they feel there is sufficient parks and green spaces within a 10-minute walk of their residence, fewer than half (49%) of respondents indicated yes, with an additional 7% being unsure.

- Concerning funding of future parks, recreation, trails, and open space needs, more than half (52%) of respondents indicated that they would like to see funding increased.
 - » An additional third (34%) want to see funding maintained at current levels. Only 2% of respondents identified that they would like to see funding be decreased.

HOW DO YOU WANT THE CITY TO FUND FUTURE PARKS, RECREATION, TRAILS, AND OPEN SPACE NEEDS IN KENORA?

When asked how they feel future parks, recreation, trails, and open space needs should be funded in Kenora, more than half (52%) of respondents indicated that they would like to see funding increased, with an additional third (34%) wanting to see funding maintained at current levels. Only 2% of respondents identified that they would like to see funding be decreased.

- 77% of respondents expressed support for some level of tax increase between \$1 and more than \$60 per year. Responses were evenly split between the increase categories, as well as for those identifying that they do not support any additional tax increases (23%). A tax increase of between \$20 and \$39 per year is supported by at least 59% of respondents (including those expressing support for an increase greater than this).
- An annual tax increase of \$20 to \$39 per year would generate approximately \$150,000 to \$300,000 in additional funding for the Parks and Recreation department.




2

FOUNDATION FOR KENORA'S RECREATION AND PARKS SERVICE DELIVERY

Research findings and insights summarized above provide direction for this Master Plan, including a clear goal, desired outcomes, and key guiding principles to guide future decision making.

GOAL

The goal of Kenora's Recreation and Parks Master Plan (RPMP) is to optimize the places, spaces, and services that our residents access to be active, to play, and to be with others doing activities that are important to their quality of life. This goal leverages the City's existing assets, including its professional staff and community volunteers who use indoor and outdoor facilities, parks, and trails to offer a wide range of sport and recreation programs and services to the community. The Master Plan aims to better optimize and use what already exists, as the City has an excellent recreation and parks foundation upon which to build.



The goal of Kenora's Recreation and Parks Master Plan (RPMP) is to optimize the places, spaces, and services that our residents access to be active, to play, and to be with others doing activities that are important to their quality of life.

OUTCOMES

The desired outcomes of a successfully implemented Master Plan focus on the organization (the Corporation of the City of Kenora), volunteers, participants, and the community. These outcomes are informed by the Pathways to Recreation in Canada's vision for recreation, the Framework for Recreation in Canada's definition of recreation, and Parks for All's vision for parks in Canada, all outlined below.

facebook.com/
CityofKenora/photos



VISION FOR RECREATION IN CANADA

"We envision a Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster individual wellbeing, community wellbeing and the wellbeing of our natural and built environments".

– Pathways to Recreation in Canada

RECREATION

"... is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community well-being."

– Framework for Recreation in Canada

VISION FOR PARKS IN CANADA

"Connected Canadian Park lands and waters that support healthy nature and healthy people in harmony for generations to come, backed by an active, diverse parks community that cultivates shared goals, mutual respect, and collective action."

– Parks for All



Organization

- Investment or reinvestment in facilities and parks is prudent and supported by a business case that responds to prioritized needs.
- External funding sources are leveraged to offset capital costs for redeveloping and enhancing recreation facilities and parks.
- Operational policies and practices should demonstrate equity and aim to accommodate the unique needs of participants and organizations involved in the delivery of recreation and sport programs.
- Community-driven sport and recreation programs and services must continue to thrive.



Participants

- Participants develop fundamental activity skills as well as some advanced activity skills in some pursuits.
- Participants remain active and engaged in healthy recreational activity for life.
- Participants are healthier – physically, mentally, spiritually, and socially.
- Participants have a deeper connection with nature and support environmental sustainability initiatives.
- Participants have opportunity to build relationships with other athletes through competitive sport and recreation activities.



Community

- People and businesses choose Kenora for quality of life.
- Kenora celebrates together, and often.
- Residents are physically active year-round – inside and outside.
- Kenora's athletes, teams, coaches, volunteers, facilities, and fields are a source of community pride.

GUIDING PRINCIPLES

The following guiding principles should be considered during decision making and actions taken related to parks and recreation in the City of Kenora:



1 Equity and Inclusion

Parks and recreation opportunities are available to all, regardless of age, gender, ethnicity, or socio-economic status.



2 Accessibility

Barriers to participate in parks and recreation opportunities are minimized, be they physical, skill, or awareness related.



3 Affordability

Publicly funded parks and recreation opportunities will be affordable, with some being free to access.



4 Viability

The City will work to optimize the use of parks and recreation spaces, balancing financial requirements (user fees) and social benefit (individual and community).



5 Reconciliation

Parks and recreation opportunities support Truth and Reconciliation and are a medium through which understanding and healing can be advanced.



6 Collaboration

The City will work with partners such as community groups and associations, user groups, and other communities to leverage collective investments in parks and recreation to achieve common goals.



7 Climate Action

Parks and recreation services will be offered in ways that minimize carbon footprints and respect and protect biodiversity and the environment.



8 Leadership

The City embraces its leadership role in the provision of parks and recreation, influencing the strategic direction of all stakeholders building capacity in the service delivery system where possible.

ALIGNMENT WITH EXISTING STRATEGIES AND PLANS

Parks and recreation are influenced by a variety of local, regional, provincial, and national strategies and plans. The City of Kenora's strong strategic planning framework is frequently updated every five years and offers long-term guidance for informed decision making across all departments. The Master Plan in turn provides more granular guidance in alignment with this framework and documents reviewed for this study noted below.

Local

- Official Plan (2015). The Official Plan is currently being updated.
- 5-year Tourism and Economic Development Study (2021)
- Kenora Vacant Lands and Growth Study (2020)
- Mount Evergreen Ski & Recreation Area Business Case & Development Framework Plan (2021)
- Asset Management Plan and Strategic Asset Management Policy (2019)
- Age Friendly Strategic Plan (2016)
- Harbourfront Business Development Plan (2019)
- Community Energy Plan (2018)
- Kenora Beaches, Parks and Trails Plan (2010; Updated in 2016)
- Sustainability Action Plan (2022)
- City of Kenora Strategic Plan (2022)
- Tourism Destination Brand and Marketing Strategy (2022)

Regional

- A Place for Everyone: 10 Year Housing & Homelessness Updated Plan (2020, KDSB)

Provincial & National

- Truth & Reconciliation Commission Calls to Action
- Parks for All (2017)
- Framework for Recreation in Canada (2015)
- Canadian Sport for Life
- One with Nature: A Renewed Approach to Land and Freshwater Conservation in Canada (2020)
- Connecting Canadians with Nature: An Investment in the Wellbeing of Our Citizens (2014)
- Let's Get Moving: A Common Vision for Increasing Physical Activity and Reducing Sedentary Living in Canada (2018)



3

PRIORITIZATION OF INDOOR AND OUTDOOR FACILITIES NEEDS

To support sound, data driven, and transparent decision making as it pertains to recreation and parks in Kenora, the City will need to prioritize its investments to ensure available resources are allocated in a way that achieve the highest level of community benefit.



OVERVIEW OF THE PROPOSED PRIORITIZATION PROCESS

A three-step process for evaluating service level needs and infrastructure investment priorities has been developed for the Master Plan that is summarized in the graphic below.



Step 1: Service Level Needs Assessment

Evaluates indoor and outdoor amenities against service needs criteria (5) to identify at a high level where service levels should be enhanced, maintained, or reduced.



Step 2: Investment Prioritization Ranking

Infrastructure needs identified in Step 1 are then evaluated and ranked against expanded prioritization criteria (12) that consider a wide-range of factors that influence importance, including utilization, cost, potential sources of funding, and climate/sustainability considerations.



Step 3: Infrastructure Action Plans

Top infrastructure priorities are then analyzed more practically against indicators of need/opportunity, how well the investment aligns with the Master Plan, and presents recommendations and implementation guidance.

Please refer to the Appendices for an overview of the detailed Step 1 evaluation metrics and results and the investment prioritization ranking criteria weighting and calculations.

SERVICE LEVEL NEEDS ASSESSMENT AND INVESTMENT PRIORITIZATION RANKING

SERVICE NEEDS LEVEL ASSESSMENT (STEP 1)

The following tables identify amenity service levels identified across indoor and outdoor amenities in Kenora that are classified as 'enhance'. For a full list, please see the Appendix.

INDOOR AMENITIES

Amenity	Resident Preferences	Stakeholder and User Group Preferences	Utilization Indicators	Participation Trends	Anticipated Future Service Level Need
Seniors' centre	Enhance	Maintain	Maintain	Enhance	Enhance
Youth spaces	Enhance	Maintain	Maintain	Enhance	Enhance
Indoor children's play spaces	Enhance	Enhance	Maintain	Enhance	Enhance

OUTDOOR AMENITIES

Amenity	Resident Preferences	Stakeholder and User Group Preferences	Utilization Indicators	Participation Trends	Anticipated Future Service Level Need
BBQ / Picnic Areas / Park Shelters	Enhance	Maintain	Maintain	Enhance	Enhance
Community gardens	Enhance	Maintain	Maintain	Enhance	Enhance
Festival and community performance spaces	Enhance	Maintain	Maintain	Enhance	Enhance
Playgrounds	Enhance	Enhance	Enhance	Enhance	Enhance
Outdoor public art	Maintain	Maintain	Maintain	Enhance	Enhance
Skating rinks	Enhance	Enhance	Enhance	Maintain	Enhance
Soccer fields	Enhance	Enhance	Enhance	Maintain	Enhance

INVESTMENT PRIORITIZATION RANKING (STEP 2)

Step 2 of the prioritization process involves applying additional criteria to amenities classified as 'enhance' or 'maintain'. As all amenities in Kenora ranked as either 'enhance' or 'maintain', the same indoor and outdoor amenities are examined. The additional criteria applied to these amenities intend to bring in an element of practicality and feasibility to the prioritization process by considering how investment into recreation and parks provide the most benefit relative to cost.



INDOOR AND OUTDOOR AMENITY PRIORITIZATION RANKING

Rank	Amenity	Weighted Score
1	Natural surface trails	56
2	Paved trails	56
3	Playgrounds	55
4	Beaches	54
5	BBQ / Picnic Areas / Park Shelters	53
1	Walking / running track	48
6	Community gardens	44
2	Community clubs	43
3	Fitness facilities	43
7	Skating rinks	43
8	Campgrounds	42
9	Festival and community performance spaces	41
10	Ball diamonds	40
4	Arenas	39
5	Aquatics facilities	38
11	Soccer fields	38
12	Tennis/pickleball courts	38
6	Multi-purpose program rooms	37

Rank	Amenity	Weighted Score
7	Indoor field facilities	37
8	Seniors' centre	37
9	Youth spaces	37
13	Public art	37
14	Ski trails - alpine / cross country	36
10	Program / meeting rooms	35
11	Gymnasiums	35
12	Indoor children's play spaces	35
15	Spray parks	35
13	Arts and culture spaces	34
14	Indoor multi-sport facility	34
16	Dog parks	34
17	Pump tracks / bike skills parks	34
18	Skate parks	34
19	Fitness equipment	32
20	Beach volleyball courts	30
21	Paved sport courts	30

* indoor amenities are denoted in light blue, outdoor in green, maximum score is 69

4

ACTION PLAN FOR INDOOR RECREATION FACILITIES

With potential investment priority areas identified, the next step in the prioritization process is to establish infrastructure action plans for both indoor and outdoor amenities. These action plans present a summary of key facts and findings, as well as indicators of need or opportunity, recommendations, specific implementation guidance and strategies, and how these plans connect back to the Master Plan foundation established earlier.



FITNESS FACILITIES AND RELATED AMENITIES

KEY FACTS

- 📍 Fitness Centre is located at the Kenora Recreation Centre, indoor walking track with special floor surface at Thistle Arena (KRC).
- 📈 **Vital Statistics:** high utilization of KRC and Thistle Arena, which may impede walking track use, increased utilization of walking track, and group fitness over time.
- 🎁 **Level of Service:** 1:14,967 for fitness centres (above average).

Two of the top three prioritized indoor amenities pertain to fitness facilities and related amenities, specifically an indoor walking/running track, which is the top ranked priority for indoor amenities. Fitness facilities are the third ranked indoor priority.



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: compared to other communities, above average provision of indoor fitness centres (1:14,967) and average provision of indoor walking areas.



Access and Distribution: KRC is centrally located within Kenora.



Utilization: indoor walking track usage has been consistently growing at around 5% per year (around 11,000 uses) and fitness centre averages 60,000 visits per year for individual use and group fitness class utilization has grown by 20% between 2016 and 2019.



Trends and Participation: individual and group fitness participation is expected to rebound as public health restrictions lift and time elapses. Walking is the most popular and accessible recreational activity and indoor walking tracks provide key access to this activity during periods of inclement weather, of particular importance and appeal for an aging population and for young families.



Online Survey: walking/running is the most popular indoor activity (47%), fitness use of the KRC the second most visited facility, fitness facilities and indoor walking/running track tied for third highest ranked indoor amenity for enhancement (34%), and indoor walking/running track as the fifth ranked indoor priority that should be developed. 72% of households identified adult fitness and wellness programs as something they need. Several crowdsourcing comments suggested expanding gym and fitness equipment at KRC and improving facility ventilation.



Stakeholders / Primary Users: user groups identified desire to see additional fitness facility development that can be accessed by youth and need for more storage areas within indoor facilities. Demographics are skewing older and more attention is needed to ensure infrastructure and programs are available to support aging in place. More leisure-driven or individual focused pursuits are needed within the City.

ANALYSIS

- The Fitness Centre at the Kenora Recreation Centre is the primary fitness centre in Kenora; there are no equivalent commercial providers in the local market. The Centre is well-used and was experiencing year-over-year growth prior to the pandemic. Product offerings and current pricing are in line with comparable municipal operations.
- While every effort has been taken by the city to optimize available space and contemplate cost-effective expansion options, the existing Centre footprint is undersized for the volume of member activity. This impacts user experience and may result in lower member retention rates or present challenges for attracting new members.
- Reinvestment in the walking/running track and replacement of the fitness equipment should be considered key capital priorities for the fitness centre given the existing condition of these assets and strong public/user interest in their renewal. The City should continue to fund a fitness equipment replacement reserve and funding annually to replace equipment that reaches end of lifecycle should be part of regular asset management activities.

RECOMMENDATIONS

- Investigate options for expanding the footprint of the Fitness Centre to accommodate fitness equipment and fitness program rooms.
- Replace fitness equipment that is at the end-of-life cycle and continue to fund a dedicated fitness equipment reserve account and budget an annual contribution to maintain a quality user experience for members.
- Continue to monitor private sector programming trends and service offerings to maintain competitiveness and quality of City provided individual and group fitness programs and services.

RECOMMENDED FUTURE LEVEL OF SERVICE: 1 CITY OF KENORA OPERATED FITNESS CENTRE: 20,000 POPULATION

IMPLEMENTATION GUIDANCE

- Regularly survey fitness facility users to identify opportunities and gaps to maintain competitive within the sector.
- Pursue grant funding through external grants and other funding envelopes to replace fitness facility and walking track infrastructure and to enhance programming.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

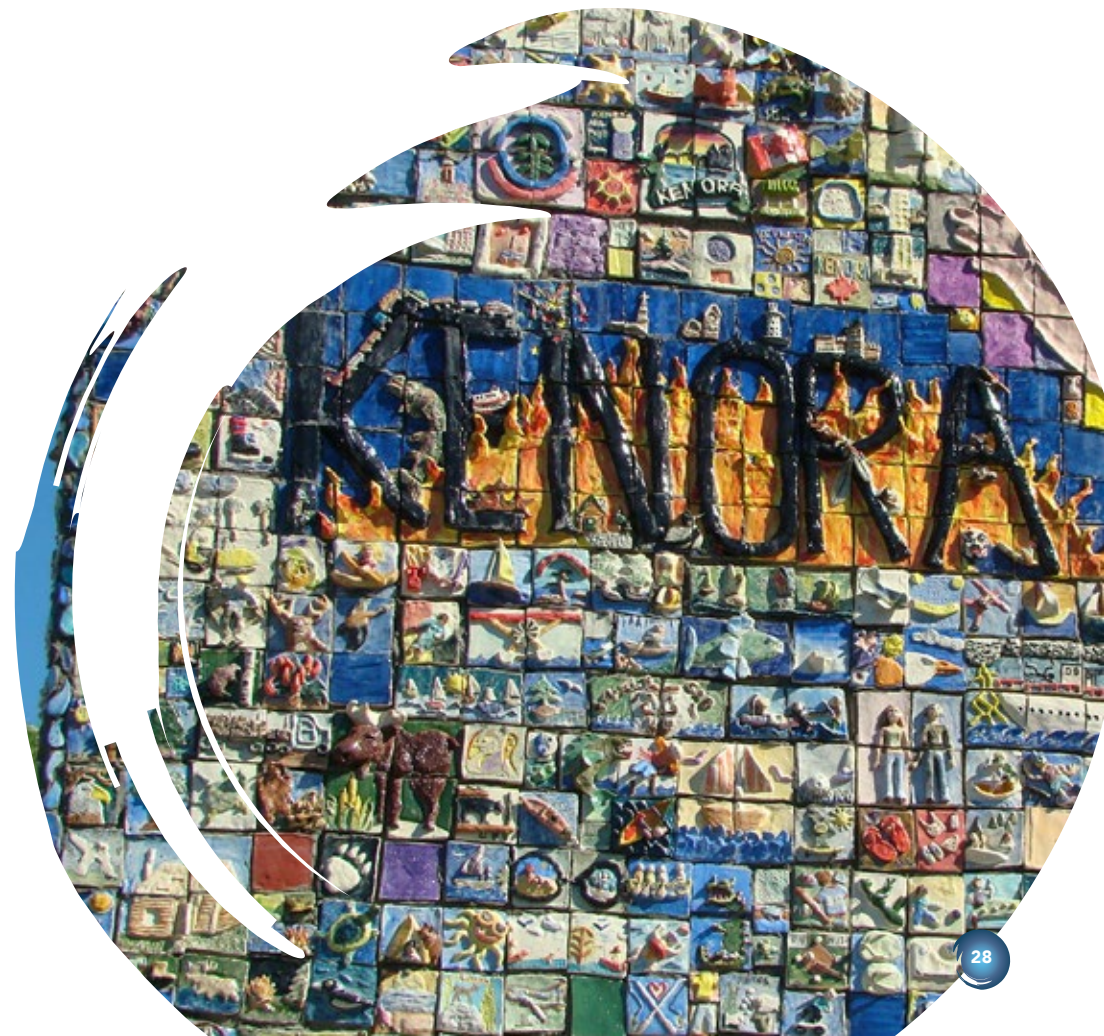
- Investment responds to prioritized needs.
- Supports participants to remain active and engaged in healthy recreational activity for life.
- Enables residents to be physically active year-round.
- Low accessibility and affordability barriers associated with walking and some indoor fitness.

COMMUNITY CLUBS

KEY FACTS

- 📍 Four Community Clubs: Rideout, Evergreen, Norman Hall, and Central (renewal).
- 📈 **Vital Statistics:** good distribution and accessibility of community clubs, particularly with the renewal of Central Community Club. Other facilities are nearing end-of-life with conditions ranging from average to poor. Good capacity to host programs and special events.
- 👤 **Level of Service:** 1:3,742 residents (above average with Central online).

Community clubs are the second highest amenity prioritized for investment and play an important role in the provision of neighbourhood recreation opportunities in the City.



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: compared to other communities, above average provision of City supported community club facilities (factoring in Central's renewal).



Access and Distribution: good distribution of community club facilities across the entire City, with access to these amenities in Kenora, Keewatin and Jaffray Melick.



Functional Condition: these facilities are City-owned structures that require continuous maintenance and repair given the general age and current condition. Each structure has specific accessibility issues to be complaint with AODA. Formal structural assessments have not been undertaken by the City, actual lifecycle condition is unknown, and asset management plans have not been established. Community Clubs are unlikely to raise capital funds to support renewal required in the future.



Utilization: utilization has remained stable over time but may experience future decline as club facility conditions degrade and require greater maintenance. Good capacity to accommodate small- to medium-scale special events or group activities, potential to expand community group usage of community clubs for programming.



Trends and Participation: community clubs play an important role in the provision of neighbourhood recreation opportunities in the City and have long individual club histories of operating. Trends of note include challenges to recruit qualified board members and volunteers and the importance of providing public access to indoor multi-purpose spaces at various sizes and capacities.



Online Survey: social events are a top five activity type for households, many of which occur at community clubs in the City. Community clubs are also the third most frequently visited indoor amenities, with more than 52% of households reporting visiting a community club one or more times per year. Community clubs were identified as a top 5 amenity for enhancement (32%), with an additional 21% of households indicating more community halls should be developed.



Stakeholders / Primary Users: Utilization of Community clubs has been negatively affected by the COVID-19 pandemic and have experienced decreased utilization and pauses in programming and events have hindered the budgets of many clubs. Volunteer fatigue is also a major concern for several clubs. Community clubs are viewed as key gathering hubs, particularly for intergenerational interactions, with people slowly coming back. These clubs provide an accessible low barrier to entry outlet for youth, thereby promoting access and equity.

ANALYSIS

- The Community Club model of engaging neighbourhoods in the provision of seasonal recreation events and programs continues to be successful, notwithstanding pandemic related challenges. The general functional condition of physical assets at each Community Club suggests a period of greater investment is nearing. As the landowner, and given the anticipated near-term cost of renewal, and recognizing the material recreational benefit to the community, responsibility for facility maintenance and capital planning should increasingly migrate to the City, whereas the Community Clubs' volunteers should focus on delivering events and activations with appropriate support and assistance offered by City staff. These responsibilities should be established in a formal agreement between the City and each Community Club. If a Community Club Association dissolves, the City should consider a strategy to manage day-to-day operations against permanent closure and removal of assets.

RECOMMENDATIONS

- Continue to evaluate funding and operating support model each term of Council.

RECOMMENDED FUTURE LEVEL OF SERVICE: MAINTAIN THE EXISTING 4 COMMUNITY CLUBS

IMPLEMENTATION GUIDANCE

- The City should arrange for the completion of a structural and lifecycle building assessment of each Community Club and ensure capital plans have capacity to support the lifecycle renewal of each facility. These assessments should be built into the City's Asset Management Plan.
- Community Clubs Associations are encouraged to develop annual business plans to rationalize any financial support requested from the City. The City may choose to consider applications for funding through the proposed Community Grant program outlined in later sections of the Master Plan.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Investment responds to prioritized needs.
- Community clubs are important sites for community engagement through events, neighbourhood-scale recreation programs and cultural activities, and are sites of celebration.
- Community clubs provide low-cost or free access to programs and events.
- Reinvestment in community clubs may expand long-term viability of facilities, work to leverage collective investment opportunities, and demonstrate the City's continued leadership within the service delivery system.

ARENAS

KEY FACTS

- 📍 Two facilities exist: Thistle Arena at Kenora Recreation Centre and Keewatin Arena.
- 📈 **Vital Statistics:** high utilization at Thistle Arena (85.2% of prime hours utilized in 18/19) and moderate/high at Keewatin Arena (80% of prime hours utilized in 18/19). Limited opportunity to significantly increase utilization at either arena, primarily during the week and daytime.
- 📊 **Level of Service:** 1:7,484 (above average provision).

Arenas are the fourth highest indoor priority amenity in Kenora. An outcome of the amalgamation of Keewatin and Kenora is that the City of Kenora now maintains two indoor ice arenas, whereas most comparable communities examined have one or fewer. While this conclusion is not consistent with neighbouring communities, more broadly speaking, this conclusion is reflective of reality. Kenora's arenas are well-utilized and most prime-time hours at both Thistle Arena and Keewatin Arena have high utilization. Weekday, daytime hours may provide some capacity for additional utilization, but these are typically difficult time slots to program. Key opportunities for enhancing arenas include reviewing fee schedules and allocation policies, and pursuing grant funding to enhance the Thistle and Keewatin Arenas.

WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: compared to other communities, above average provision of ice arenas as a legacy of amalgamation of Kenora, Keewatin and Jaffray Melick, all of which had their own arenas.



Access and Distribution: good distribution of arenas across the City, with large catchment areas. Thistle Arena serves a larger population base and is an NHL-sized ice sheet, which is more appropriate for some skill levels and event hosting than Keewatin in some instances. There's been past consideration of twinning the Thistle Arena and a relatively recent replacement of the arena floor at the Keewatin Arena.



Utilization: utilization has remained stable for both arenas over the last several years, with some evidence of participation decline in certain program areas. Utilization of prime-time ice was 80% at Keewatin and 85% at Thistle, with few opportunities to increase access to these hours without exploring allocation policies. Sufficient capacity exists within the system to accommodate current and future demand based on the last several years' pre-COVID utilization.



Trends and Participation: minor hockey registration numbers have remained fairly stable in Kenora for several years, with a few trends of note: a slight decline in boys minor hockey, growth in girls minor hockey, and significant growth in adult women's hockey. Participation in figure skating and learn-to-skate programs has experienced moderate growth in recent years. Ice arena sports can have some of the highest financial barriers for participation and affordability is a concern. A noted rise in private academy type programs through the school boards providing higher training at greater cost to families may have the effect of eroding participation rates in more traditional minor or junior hockey programs over time. It is also important to note that there is a thriving sledge hockey program at the Keewatin Arena. Also important to note is that minor hockey in Kenora has not introduced the use of smaller ice surfaces (half ice) in programming for younger participants to the degree that has been observed in other municipalities.



Online Survey: organized hockey and ice skating are within the top 10 indoor activities identified by Kenora households (22% and 21%, respectively). Visitation to the Thistle Arena and Keewatin Arena is polarized, with between 43% and 53% of respondents respectively indicating never visiting these amenities; however, daily, every other day, weekly, and monthly visitation is high for both: 37% for Thistle and 33% for Keewatin. Inconvenient program times, poor or inadequate facilities, and overcrowded facilities were top 10 identified barriers to participation — all potentially factors when examining arenas. 39% of households identified arenas as a priority for enhancement and 21% suggested more should be developed. Developing or upgrading arenas was the seventh most supported action households would be willing to support. Organized hockey was the third favorite indoor activity identified by youths surveyed. Sounding boards at the Sportsplex and Keewatin Arena received several comments related to developing a new arena or additional indoor ice or enhancing existing arenas by providing refreshed or more amenities. Conclusions from this study do not support these recommendations.



Stakeholders / Primary Users: discussions with stakeholders and user groups of arenas were very informative. Many groups experienced impacts related to COVID and felt varying levels of participation decreases and volunteer-related challenges. Most organizations feel well-positioned to rebound from the impacts of the pandemic. Groups feel that ice times at reasonable hours are difficult to come by and act as a barrier to some, particularly women's adult hockey. Concern over a lack of storage space for groups in arenas was brought up several times. Excess demand for arena changeroom spaces and some issues with existing configuration of rooms at Keewatin Arena were also mentioned. User fees were recognized as low for ice users, but that low fees allowed them to keep their own fees low. Adult users expressed support for increased fees provided they see the associated benefits that come along with it, such as improved maintenance or better ice times. Attracting coaches and referees is also a challenge. Allocation policies tend to prioritize long-term user groups over others creating situations where some ice users must make the best of what they get and there is a general feeling that private users are being prioritized over leagues/teams for ice. Groups also expressed interest in hosting more tournaments and major events, however hotel capacity was noted as a limiting factor.

ANALYSIS

- Participation in ice-based activities in Kenora is stable and future population growth is not projected. Additional ice-sheet capacity is therefore not required. The combined effect of population aging and a noticeable, decline in participation in ice-based sports in many communities across Canada may have implications for utilization over the next 10 years; annual ice-based activity participation rates should be monitored by the City and interventions should be taken in response to tracked decline in participation over a two-year cycle.
- Continuous reinvestment in the City's two arenas will be required to extend lifecycle, optimize available capacity, address current accessibility limitations, and provide quality user experiences. Bundling major renewal projects will minimize disruption to ice users.
- Existing ice allocation practices are not reflective of current best practices, particularly practices to ensure that all users have equitable access to an always limited supply of available ice. Current ice rental fees and pricing practices should also be reviewed and updated to reflect common industry practices and improve the financial sustainability of the City's arena operations. Application of a premium for prime-time ice rentals and establishing a cost recovery target for arena operations will drive the search for efficiencies and provide a basis for future rental fee adjustments.

RECOMMENDATIONS

- Maintain the current two standalone ice arenas. An additional (third) ice surface is not required.
- Review ice allocation and user fee policies for indoor ice arenas in the City to ensure equitable access, and balance affordability with cost recovery considerations. Consideration should be given to the potential of having resident versus non-resident rates.
- Pursue funding that may be available to support facility renewal and opportunities to reduce facility emissions and environmental impacts.
- Consider differential fees for peak-time use to better align with other municipalities.

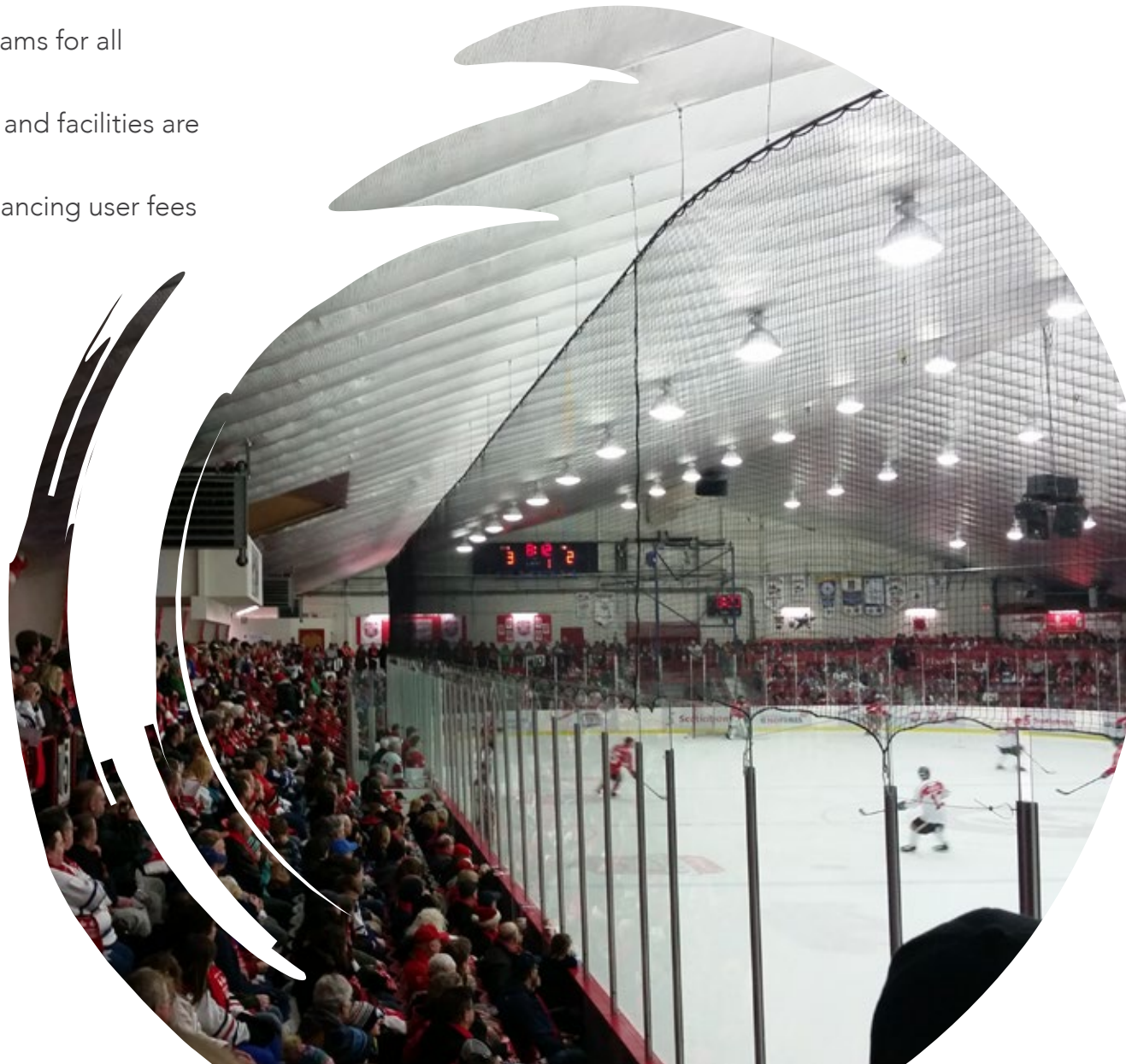
RECOMMENDED FUTURE LEVEL OF SERVICE: MAINTAIN 1 ICE SHEET (ARENA) PER 8,000 POPULATION

IMPLEMENTATION GUIDANCE

- Prioritize capital funding to renew the Thistle Arena and enhance the Keewatin Arena.
- Involve ice user groups in the renewal of the City's ice allocation policy and to identify sustainable fees and charges, service level expectations, and how fee adjustments can be tied to service level improvements.
- Continue to evaluate participation data for all ice user groups to monitor changes in participation by season.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- External funding sources are leveraged to offset capital costs.
- Operational policy updates demonstrate equity and adaptiveness to participant needs.
- Community-driven sport and recreation programs for all abilities continue to thrive.
- Kenora's athletes, teams, coaches, volunteers, and facilities are a source of community pride.
- Optimizes use of recreational spaces while balancing user fees and individual/community benefit.



AQUATICS

KEY FACTS

📍 Indoor pool is located at the Kenora Recreation Centre.

📈 **Vital Statistics:** utilization rates have declined in some program areas between 2016 and 2019 (e.g. lane swim, tot swim), but significantly increased for activities such as Special Olympics and special programs (28% and 53% respectively), family swims (51%), life saving programs (18%), public swims and swim lessons (17% and 10%). Aquatics facilities are among the most valued of all indoor recreation facilities by residents.

🏊 **Level of Service:** 1:14,967 for indoor pools, 1:7,484 for indoor leisure pools (both above average provision).

Aquatics is the fifth highest ranked priority in Kenora. The City of Kenora has one indoor aquatics facility at the Kenora Recreation Centre, with a 25m 6-lane pool tank, a leisure pool tank with water spray features, a tot/teaching pool, and a hot tub. The facility is in good condition and no major capital projects are forecast for the timespan of this Master Plan beyond regular lifecycle replacements and maintenance. However, aquatics facilities are among the most utilized and most popular public recreation amenities that municipalities can offer, and resident expectation for service delivery levels can be high.



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: compared to other communities, above average service level provision of indoor aquatics facilities, with both a dedicated rectangular 25m and leisure pool with spray features and tot / teaching area.



Access and Distribution: located centrally within the City at the KRC, the facility is accessible to most residents within a short drive.



Utilization: utilization has varied over time and by program but overall has remained stable except for drop-in activities such as family and public swims, and casual activities like hot tub use, and some program areas including swim lessons, life saving programs, and Special Olympics and special programs.



Trends and Participation: aquatics facilities are among the most-well utilized and most appreciated within communities. Swim lessons and life-saving programs will continue to be popular for those of all ages. Individual and drop-in activities will likely see increased demand, but organized swim teams and programming demand will likely remain stable. Aquatics service delivery tends to be one of the highest subsidized services of a municipality.



Online Survey: aquatics facilities were the top identified amenity for enhancement by survey respondents (39%). In contrast, 33% of respondents identified aquatics facilities as not a priority. 15% identified they would like more indoor aquatics facilities to be developed. Around half of households identified water fitness programs / lap swimming as a program area need. Adult fitness and wellness programs (72%) and exercise classes (56%) were also frequently identified program area needs that may be accommodated within aquatics facilities. Swimming pool drop-ins are the second most popular indoor activity for youth.



Stakeholders / Primary Users: the wealth of quality outdoor swimming areas within the vicinity of the City allowed some user groups to adapt and offer program in outdoor spaces, but a broader return to utilizing indoor facilities is anticipated. Storage areas and dryland training or multi-purpose program rooms within easy access of the swim deck would be valued by organized groups particularly. There is emerging demand for low-impact aquatics-based programs for aging population and those needing rehabilitative therapy.

ANALYSIS

- Aquatics programs and services are well-used and highly valued by residents in general. The aquatics centre is accessible and equipped with much appreciated leisure and specialized program amenities. Pool-based fitness, wellness, and therapeutic programs were identified as priority programming interests – which tracks to demand generated by population aging in Kenora – a trend that will continue during the horizon of the Master Plan.
- The annual shutdown period was considered by stakeholders as being unnecessarily long and therefore disruptive.

RECOMMENDATIONS

- Continue regular maintenance processes for indoor aquatics to maximize the functional lifespan of the Kenora Aquatics Centre.
- Continue to coordinate seasonal periods where user groups can offer outdoor camps, programming, or swim lessons.
- Explore new programming that aligns with the needs and wants of users.

**RECOMMENDED FUTURE LEVEL OF SERVICE:
MAINTAIN THE CURRENT SERVICE PROVISION LEVEL OF 1
INDOOR AQUATICS FACILITY:15,000 POPULATION**

IMPLEMENTATION GUIDANCE

- Further develop therapeutic and wellness programs with a focus on engaging older residents in these programs. Explore partnerships with local health providers to connect patients with aquatic-based programs that may support their recovery or maintain health.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Addresses multigenerational service delivery interests.
- Promote long-term healthy living opportunities.



INDOOR ARTIFICIAL TURF FACILITY (SPORTPLEX)

KEY FACTS

- 📍 Indoor Turf Facility is located at the JM Sportsplex and is operated by a non-profit entity.
- 📈 **Vital Statistics:** utilization rates are high, with most evening hours booked during the week and typically well-booked on weekends. On average, the facility is booked between 45 and 53 hours per week. The Sportsplex recently received funding to expand access to the second-floor mezzanine to be used as an indoor children's play area and to expand the surface area of the artificial turf.
- 🏠 **Level of Service:** 1:14,967 (above average)



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: Kenora is well above-average in providing access to indoor turf, as it is the only community examined through benchmarking to have such a facility. Converted from the former Jaffray Melick Arena, the Sportsplex provides access to indoor soccer programming, drop-in programs, and other activities. The facility has received funding from the Ontario government to add access to the second-floor mezzanine area to be used for an indoor children's play area, viewing area, and will allow for expanding the playing surface area of the turf field. The Sportsplex is operated by an independent board under an agreement with the City.



Access and Distribution: the Sportsplex is located in Kenora's northeast and can be accessed off of Valley Drive. It is approximately an 11-minute drive to the Sportsplex from the KRC; as a higher level amenity than is found in most communities of Kenora's size, the Sportsplex provides excellent access within Kenora and good access for the region.




Utilization: utilization is strong and increasing over time based on user group feedback. The Sportsplex is typically booked for between 45 and 53 hours per week, which represents a total utilization of 80-95% assuming 8 hours operating per day over 7 days per week. As the Sportsplex is managed and operated by a non-profit, increasing utilization may be somewhat possible, but likely constrained by volunteer capacity. Turf replacement should be identified in the long-term capital plan for the facility.



Trends and Participation: soccer is one of the most popular sports in Canada and interest and registration in the sport is increasing over time, particularly with the success of some of Toronto FC and Canada's men's and female's team success on the world stage. Soccer is also one of the most affordable and accessible sports to play, which further drives participation growth. Indoor turf facility programming is also becoming more diverse, with soccer programming complimented by lacrosse, football, rugby, and even impromptu obstacle or play courses that can be set up.



Online Survey: around 30% of households indicate visiting the Sportsplex at least once per week, with an additional 25% visiting either monthly (7%) or a few times a year (18%). Developing an indoor children's play space was identified as a priority by 47% of household respondents and the expansion of the Sportsplex is likely to be positively received. Youth and teen/tween programs were identified as needs partially or not being met by respondents that could be expanded through Sportsplex programming. Kenora youth would like to see more sports tournaments be hosted in the City and the Sportsplex has strong potential to host such events.

 **Stakeholders / Primary Users:** users noted the positive relationship they have with the City and respective staff, as well as the strong volunteer community that keeps the Sportsplex operating to its full potential. There is some feeling, however, that the City sometimes relies too heavily on volunteer groups to lead initiatives and that there is uneven support in terms of subsidies or discounts. Like youth in Kenora, users have interest in hosting tournaments. Stakeholders would like to see city support earlier in decision-processes, whether for developing new programming or infrastructure.

ANALYSIS

- The SportsPlex is an excellent example of a successful facility conversion. Utilization trends for indoor field sports are optimal, suggesting the programs and services provided are responding to resident interests.

RECOMMENDATIONS

- Encourage the Sportplex to develop an asset management plan to ensure adequate reserves or budget will be available to replace the synthetic turf when replacement is required (typically life of 10-12 years).

RECOMMENDED FUTURE LEVEL OF SERVICE: MAINTAIN THE CURRENT SERVICE LEVEL OF 1 INDOOR FIELD PER 15,000 RESIDENTS

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Demonstrated innovation in adaptive reuse of a former ice facility.
- Proven successful partnership between the not-for-profit operating group and the City of Kenora.

GYMNASIUMS

KEY FACTS

📍 The City does not operate any indoor gymnasiums, but both the public and Catholic school boards have community use of school amenity policies providing public access to gyms

📈 **Vital Statistics:** multi-purpose program rooms at the KRC, the JM Sportsplex, and public and Catholic schools across Kenora provide public access to gymnasium spaces. Utilization of these amenities is unknown. The public board has recently suspended permitting for public use of school facilities in response to the COVID-19 pandemic.

🏠 **Level of Service:** n/a



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: Kenora is not unique in not operating a public gymnasium space in the context of other communities examined. Only North Bay, with a much larger population (55,500), offers such an amenity – in partnership with the YMCA.



Access and Distribution: schools are well-distributed across Kenora and access is generally good; the public school division requires proof of liability insurance (\$5 million) that may hinder some user groups from accessing such amenities for casual or drop-in programming.



Utilization: utilization data is not available.



Trends and Participation: basketball and volleyball participation is increasing over time, particularly with basketball and the success of Canadian athletes in the NBA and internationally. Indoor pickleball has also significantly grown in popularity and is now a common sight in many municipal gymnasiums.



Online Survey: gymnasiums were identified by 30% of respondents as not being a priority for investment, the second most identified amenity that should not be prioritized (behind curling facilities). However, 36% of respondents also indicated that gymnasiums should be enhanced (17%) or that more should be developed (19%). Gymnasiums have good potential to be utilized for addressing program area gaps, including youth summer programs and camps and tennis lessons. Gymnasium sports like basketball, volleyball, and badminton is the most popular indoor activity for youth (24% of respondents).



Stakeholders / Primary Users: users noted that some school-run athletics programs are struggling to run teams / leagues, with many students interested in personal fitness and individual pursuits. Youth retention in sports is a challenge. Community facilities are viewed as hubs, particularly for intergenerational interactions. Interest in hosting tournaments but lack gymnasium space of a high caliber. Expanded storage and multi-purpose rooms would be appreciated.

ANALYSIS

- Adults make up most participants in community-driven evening sport programs and leagues that occur in school gymnasiums. Volunteers often find it challenging to continually operate these types of programs. Many municipalities have successfully developed and operated successful indoor adult multi-sport leagues to provide a variety of adult recreation programs, at many levels of play. City staff should investigate the development of an indoor sport and social multi-sport league.
- While municipally owned and operated indoor, dry floor space is increasingly provided, the combination of the SportPlex turf and school gymnasiums available for community use appears sufficient to address current and future community needs.

RECOMMENDATIONS

- Investigate the joint development of an indoor adult multi-sport social league with both school boards to provide consistent adult recreational sport program and fully utilize the community access to school gymnasiums.

RECOMMENDED FUTURE LEVEL OF SERVICE: THE CITY SHOULD NOT PROVIDE GYMNASIUMS

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- City - School Board partnerships for delivery of sport and recreations demonstrate effective use of public resources.
- Sport for life is achieved through provision of fun and social adult recreation programming.



5

ACTION PLAN FOR OUTDOOR RECREATION FACILITIES

This section presents action plans for various outdoor recreation facilities and amenities, formatted the same as the section previous.



PLAYGROUNDS

KEY FACTS

- 📍 The City of Kenora manages six playgrounds: Garrow Park, Old Keewatin Ball Diamond, Keewatin Beach, Norman Park Beach, Coney Island, and Anicinabe Park. Nine other playgrounds can be found at various school sites across Kenora. There is also a new playgrounds being installed in Central Park and McLeod Park
- 📈 **Vital Statistics:** playground utilization data is difficult to collect, but playgrounds are among the most accessible outdoor recreation amenities in any community and provide opportunities for all residents to be outside and engage in play.
- 📊 **Level of Service:** 1:1,871 (below average provision, when excluding school playgrounds and new playgrounds but close to average when new ones on board).



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: Kenora is below-average in service levels for public playgrounds compared to other municipalities examined, which on average provide 1 public playground for every 1,586 residents. Kenora will be closer to average when the two new playgrounds are online.



Access and Distribution: there are significant areas of Kenora that are outside of walking distance to a municipal playground, including areas that are densely populated by youth in more central neighbourhoods in Kenora north of the KRC.



Utilization: utilization data is not available.



Trends and Participation: playgrounds are and will continue to be fundamental sites for outdoor recreation and play for children and youth. Trends within playground design include integrating natural play structures, designing playgrounds to be universally accessible, and offering seasonal programming on a drop-in basis delivered by contracted summer staff. In light of the COVID-19 pandemic, Ontario municipalities were temporarily forced to close access to playgrounds; public backlash against this decision led to a quick policy reversal and illustrates how important these amenities are at the community level.



Online Survey: playgrounds are the third highest ranked priority amenity and playing at a playground was identified by 26% of households as something a member of their household regularly participates in. 24% of households visit a playground weekly, with an additional 32% visiting either monthly (15%) or a few times a year (17%). Households would like to see playgrounds be enhanced (30%) and new playgrounds developed (41%). 76% of households support the City of Kenora to improve existing playgrounds.



Stakeholders / Primary Users: users identified increased demand for outdoor amenities, including playgrounds, leading to maintenance challenges and awareness of maintaining assets like trees and landscaping. Some concern over safety in public places were raised. Desire to see more winter programming and outdoor amenities located near where kids/families live.

ANALYSIS

- Playgrounds are among the most well-used and accessible outdoor recreation amenities that communities can provide. More than half of households responding to the survey indicate visiting a playground at least once a year and a quarter of all households visit a playground at least once a week. Households would like to see existing playgrounds be enhanced and new playgrounds to be developed, with more than three-quarters of households expressing support for investing in playgrounds.
- Based on spatial analysis, there is also an issue with equitable distribution of playgrounds across the City. Playground catchment areas are quite small relative to other amenities and, ideally, residents should be able to access a playground within a 5-to-10-minute walk. Recent City investments into playgrounds have expanded accessibility and this focus should continue.
- An optimal playground provision level is 1 public playground (i.e. not including school board maintained playgrounds) per 350 children under the age of 14. As of 2016, 29% of Kenora's population was under the age of 14.

RECOMMENDATIONS

- Ensure that playground equipment is incorporated in the City's asset management plan and long-term capital forecast.
- Consider integrating natural play structures and adult play equipment into existing and future developments to create more 'destination' type playgrounds.
- Provide a City-wide serving, fully accessible playground at Norman Park.
- Prioritize playground enhancement and development in areas where free, quality play spaces will have the greatest impact.
- Provide a playground at a local scale park in all new major residential developments.

**RECOMMENDED FUTURE LEVEL OF SERVICE:
INCREASE THE CURRENT SERVICE PROVISION LEVEL OF
1 PLAY STRUCTURE PER 2,500 RESIDENTS (OR 1 PER 730
CHILDREN UNDER THE AGE OF 14). A PROVISION LEVEL
OF 1 PLAY STRUCTURE PER 450 CHILDREN UNDER THE
AGE OF 14 WOULD REQUIRE THE CITY TO DEVELOP 4 NEW
PLAYGROUNDS.**

IMPLEMENTATION GUIDANCE

- Continue pursuing Provincial and Federal grant funding to enhance and expand Kenora's playground inventory, including larger scale projects that could integrate play structures.
- Explore partnership and funding opportunities with community clubs, private sector and other non-profits.
- Identify additional priority sites for playground development based on equity of access particularly when looking at new residential developments.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Investment responds to resident-identified need.
- Expanding access to playgrounds improves equity and accessibility of opportunities.



SOCCER FIELDS

KEY FACTS

- 📍 There are three natural surface soccer fields in Kenora at the Tom Nabb Soccer Complex, but the City of Kenora does not provide financial support.
- 🏆 **Vital Statistics:** Lake of the Woods Soccer Association runs and manages the Tom Nabb fields and related amenities, and the fields are located in the northeast of Kenora. The fields are typically used for soccer, but one is converted into a football field in the fall.
- 🏠 **Level of Service:** 1:4,989 (below-average provision). St. Thomas Aquinas high school also has one field.



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: the City of Kenora does not manage or support the Tom Nabb fields. The Lake of the Woods Soccer Association is responsible for property taxes and utilities on the privately-owned land. They also pay for all capital upgrades and maintenance to the facility. Excluding these three fields, Kenora is below average on service level provision for soccer fields.



Access and Distribution: access to and distribution of soccer fields is limited in the City of Kenora. Some programming opportunities can be accommodated at school sites, which improves access slightly.



Utilization: utilization data is not available.



Trends and Participation: like indoor soccer, outdoor soccer is becoming more popular and communities across the country are experiencing a growth in registrations. Soccer is a reasonably affordable sport to participate in and is accessible to those of all ages and abilities. Trends in field development include clustering fields together in 'hubs' to maximize utilization, exploring use of artificial turf and air-supported dome structures to expand seasonal use.



Online Survey: around 20% of households indicate having visited the Tom Nabb soccer fields at least monthly, with another 16% indicating they visit the fields a few times per year. 44% of households feel that sports fields should either be enhanced (29%) or that more be developed (15%). 22% of respondents are very supportive of improving existing athletic fields, with an additional 43% being somewhat supportive.



Stakeholders / Primary Users: users indicated they were impacted by the shutting down of league play due to COVID, but are optimistic that participation numbers will likely rebound quickly post-pandemic. View that soccer and sports in general is key for connecting with others in the community. Feeling of uneven support from the City in terms of subsidies, discounts, or tax relief relative to other groups. Strong interest in hosting tournaments and working to retain youth participants beyond learning stages.

ANALYSIS

- Participation in field sport activities in Kenora is significant. Just under a third of household survey respondents feel that sport fields should be enhanced (29%) or more should be developed (15%). Kenora is below average in provision of soccer fields compared to other Ontario municipalities examined, though there is no evidence of unmet demand for field time, despite the increasing popularity of soccer and the utilization of the fields for major sport tourism events and activities.
- The volunteer-driven Lake of the Woods Soccer Association has run and maintained the Tom Nabb fields for more than twenty years. The City does not currently provide financial support to the Association, nor does the City operate any of its own fields; this means that users must cover the full cost of using the facilities, compared to baseball fields or indoor facilities operated by the City where user fees only recover a portion of operating costs. The Association has recently requested financial support from the City because of operating losses that occurred during the pandemic.
- Most municipalities typically provide and operate fields and recover a portion of operating costs. A community-driven approach to provision of soccer fields only leads to inequity in fees and charges attributable to participants who participate in a particular sport.

RECOMMENDATIONS

- Monitor soccer vitality recognizing pressure to the organization.

RECOMMENDED FUTURE LEVEL OF SERVICE: MAINTAIN THE CURRENT SERVICE PROVISION LEVEL OF 1 SOCCER FIELD PER 4,989 RESIDENTS.

IMPLEMENTATION GUIDANCE

- Explore feasibility of developing a soccer field on City-owned land.
- Implement a funding support model that can be implemented on a gradual basis to mitigate financial impacts to the City.
- Explore the potential to co-manage the Tom Nabb Soccer fields with Lake of the Woods Soccer Association.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Supports long-term sustainability of non-profit groups that provide access to key recreation amenities.
- Helps to leverage collective investments in recreation to achieve common goals.

BALL DIAMONDS

KEY FACTS

📍 There are 8 ball diamonds in the City of Kenora and two 'hub sites': 2 at Jaffray Melick Park, 2 at A&W Millennium Park, 2 at Portage Bay, and 2 at the Kenora Recreation Centre.

📈 **Vital Statistics:** Baseball and softball are popular activities in the City of Kenora and a sizable proportion of the population can access a ball diamond within a 15-minute drive. Utilization of some ball diamonds has remained steady since 2016 and utilization of others has varied due to different levels of amenities (i.e., lighting) and maintenance/condition.

🏆 **Level of Service:** 1:1,871 (well above average provision)



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: there is a well above average provision of ball diamonds in the City of Kenora, with comparable communities providing diamonds at a level of service of 1:3,265. Kenora's ball diamonds range in condition from good to fair, with notable deficiencies at some diamonds related to surfacing, drainage, and lighting.



Access and Distribution: there is good access to and distribution of ball diamonds in the City of Kenora, with the majority of the population able to access a ball diamond within a 15 minute drive and a significant population within a 5-10 minute drive.



Utilization: Kenora's ball diamonds are well-utilized, with some diamonds much more utilized than others due to having certain amenities (e.g. lighting, fencing, seating, washrooms, better adjacencies) or higher maintenance standards. The two fields at KRC accommodate nearly half of all utilization hours, followed by the A&W fields, Portage Bay and Jaffray Mellick. There is only one full sized diamond which is located at the Kenora Recreation Centre. Around 50% of available hours (4,100) are used annually.



Trends and Participation: Baseball and softball are popular activities in the City of Kenora, with minor baseball and co-ed baseball doubling registration numbers since 2015, with both men's and women's registrations remaining stable. When developing or rehabilitating fields, many municipalities are only renewing or developing multi-diamond sites with support amenities such as washrooms, change rooms, and concessions conveniently clustered together with appropriate parking.



Online Survey: around 13% of households identified participating in ball as part of a club or league, with an additional 10% identifying participating in ball casually. 22% of households report visiting a ball diamond at least once per week, with an additional 16% visiting either once a month or a few times per year. 32% of respondents identified ball diamonds for enhancement, with an additional 16% identifying that more diamonds should be developed. 32% of residents expressed support for investments that enhance Kenora's economic development potential, with sport tourism a potential driver of growth. Around 13% of crowdsourcing pins and feedback related to the need to improve maintenance and quality of diamonds, with several suggesting that a 4-plex ballpark be developed.



Stakeholders / Primary Users: comments provided through sounding boards identified adding lighting to fields to expand usability as a desired upgrade. Ball diamonds viewed as under or poorly maintained, with a lack of support amenities such as lighting and washrooms. Significant interest in hosting ball tournaments. Field conditions and maintenance standards are viewed as poor and hindering participation and utilization. Good diversity of users playing ball. Ball diamonds are viewed as in need of renewal, with strong potential for participant growth.

ANALYSIS

- There is well above average provision of ball diamonds in the City, but conditions range from good to fair and there are some notable deficiencies at some diamonds related to surfacing, drainage, and lighting. There is good distribution of fields across the City and significant capacity exists to accommodate more usage within the current inventory. User groups view field conditions and maintenance standards as an area for improvement.

RECOMMENDATIONS

- In alignment with the recommended service level, renew existing ball diamonds to enhance quality and condition, specifically focusing on improving field drainage and conditions, installing lighting to expand hours of use, and upgrading or developing support amenities such as washrooms.
- Increase user rates to help off-set costs associated with upgrades.
- Continue to promote and leverage baseball diamonds to support local economic activity and tourism through sport tourism and tournament hosting.

RECOMMENDED FUTURE LEVEL OF SERVICE:

REDUCE THE CURRENT SERVICE PROVISION LEVEL OF 1 BALL DIAMOND PER 1,871 POPULATION BY DECREASING THE NUMBER OF CITY OPERATED DIAMONDS BY 2. THIS WILL RESULT IN A PROVISION LEVEL OF 1 BALL DIAMOND PER 2,495 POPULATION, WHICH IS STILL ABOVE-AVERAGE.

IMPLEMENTATION GUIDANCE

- Pursue Provincial and Federal grant funding to enhance current ball diamonds, focusing specifically on improving quality of fields and adding lighting to expand hours of use and potential to host tournaments and other high-caliber ball events.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Renewal of diamonds will enhance viability of these amenities and increase utilization.

OUTDOOR RINKS

KEY FACTS

📍 There are two boarded ice rinks in Kenora, one operated by Evergreen Community Club and one by Rideout Community club. A new outdoor rink will be provided at the Central Community Club. There is a small, covered rink at Whitecap Pavilion.

📈 **Vital Statistics:** outdoor rinks provide free or low-cost recreational opportunities for residents in the winter season, but operating seasons are being impacted or shortened due to climate change.

📊 **Level of Service:** 1:4,989 (average provision, including Central redevelopment).

facebook.com/CityofKenora/photos



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: there is average provision of service for outdoor boarded rinks in Kenora, as well as for outdoor skating areas more generally.



Access and Distribution: there is good access to outdoor rinks in Kenora. Rinks are clustered within central Kenora.



Utilization: utilization of outdoor rinks can be difficult to calculate, but based on engagement and user group feedback, these amenities are well-utilized in the winter months.



Trends and Participation: climate change is affecting the ability of operators to provide and maintain quality outdoor ice surfaces, with some municipalities exploring how to incorporate shade structures and outdoor refrigeration units to keep ice in safe condition for use. Shiny at the outdoor rink remains an iconic Canadian winter pastime. If quality outdoor rinks are available, minor hockey teams are increasingly looking to shift practices outdoors to access better ice times.



Online Survey: 25% of households identified casual or drop in outdoor ice skating as a favorite activity. 18% indicate visiting an outdoor rink at least once per week, with an additional 36% visiting either monthly or a few times per year. Enhancing skating rinks was the third highest ranked outdoor amenity for enhancement (35%) and 26% feel that more rinks should be developed. Sounding board comments identified enhancing outdoor rinks by developing warming shelters, providing lighting, covering rinks, and organizing group play.



Stakeholders / Primary Users: Desire to see more organized winter programming. Greater interest in outdoor activities in response to public health restrictions. Community facilities viewed as hubs for interaction. Would like to see support from City staff to identify and apply to funding opportunities.

ANALYSIS

- Outdoor rinks are popular and accessible recreation amenities in Kenora. Households value outdoor rinks and would like to see skating rinks be enhanced (35%) and more rinks developed (26%). Enhancements identified include developing warming shelters, lighting, shade/cover structures, and having the City organize group or league play.
- Climate change has and will continue to affect the ability of operators to provide and maintain safe, quality outdoor ice at a reasonable operating cost. Outdoor refrigeration units can be used to stabilize operating seasons, but this equipment is costly to purchase and operate. Covering outdoor rinks may somewhat extend operating seasons and improve ice conditions. High quality outdoor rinks can help to reduce demand on indoor ice if minor hockey groups can utilize them for practices.

RECOMMENDATIONS

- Work with Community Clubs to explore the potential for more organized outdoor hockey programming.
- Continue to monitor the impacts of climate change on outdoor rinks by tracking temporary closures or other weather events that reduce operating seasons.
- Enhance existing outdoor rinks when feasible by adding ice surface coverings.
- Evaluate the City donating a Zamboni to one of the clubs to be used by all the clubs once a new Zamboni is purchased given the salvage value of used Zamboni's.

RECOMMENDED FUTURE LEVEL OF SERVICE: MAINTAIN THE CURRENT SERVICE PROVISION LEVEL OF 1 OUTDOOR RINK PER 4,989 RESIDENTS.

IMPLEMENTATION GUIDANCE

- Encourage Community Clubs to organize outdoor leagues and to initiate business case development for enhancing outdoor rinks.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Accounts for the potential impacts of climate change in investment decision-making.
- Demonstrates City leadership in supporting capacity building in the service delivery system.

[facebook.com/CityofKenora/photos](https://www.facebook.com/CityofKenora/photos)



TENNIS AND PICKLEBALL COURTS

KEY FACTS

- 📍 There are six tennis courts in the City of Kenora: 4 at KRC and 2 at Portage Bay. There are eight pickleball courts at Garrow Park.
- 📈 **Vital Statistics:** pickleball is quickly becoming one of the most popular outdoor recreation activities in North America. The recently developed courts at Garrow Park are well-utilized and the Kenora Pickleball Club is thriving. The City's tennis courts are well located but require investment to repair or replace the existing surfaces.
- 🏆 **Level of Service:** 1:2,138 for tennis courts, 1:1,871 for pickleball courts (above average)



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: there is above average provision of both tennis courts and pickleball courts in Kenora, with the Garrow Park pickleball court as a highly valued amenity addition.



Access and Distribution: there is good access to tennis courts within the City and fairly good access to pickleball courts, particularly in Kenora.



Utilization: the Kenora Pickleball Club is thriving due to being able to utilize the high quality courts at Garrow Park, with the Club regularly hosting tournaments.



Trends and Participation: pickleball was invented in the 1960s but has seen an incredible surge in popularity in recent years due to being accessible to those of all ages and physical abilities. Many municipalities are now developing dedicated pickleball courts or are repurposing former tennis courts. Tennis, too, remains a popular outdoor activity given recent success of Canadian tennis players internationally.



Online Survey: 11% of households identified pickleball as a top outdoor activity, but this number is likely to go grow given the rising popularity of the sport. Around a quarter of households (25%) indicate visiting a tennis court at least once per year, comparable to the percentage visiting pickleball courts (23%). 27% of respondents feel that tennis/pickleball courts should be enhanced, with 18% indicating more of these amenities should be developed.



Stakeholders / Primary Users: users are thrilled with the pickleball courts and feel that residents are more appreciative of tennis and pickleball courts within the context of the pandemic. Strong volunteer and organizing community for both activities. Keen interest in seeing more tournaments held, particularly pickleball.

ANALYSIS

- Kenora’s pickleball courts are a highly valued and utilized amenity. The Kenora Pickleball Club is thriving and its membership has grown significantly since the courts were opened. The Club regularly hosts tournaments and many households identify pickleball as one of their top outdoor recreation activities (11%). There is a strong volunteer base for pickleball in Kenora that has interest in and capacity to support hosting more tournaments and other events.

RECOMMENDATIONS

- Continue to maintain the pickleball courts to a high standard.
- Pursue renewal of 4 tennis courts at Kenora Recreation Centre.

RECOMMENDED FUTURE LEVEL OF SERVICE: MAINTAIN THE CURRENT SERVICE PROVISION LEVEL

IMPLEMENTATION GUIDANCE

- Establish a sport tourism / tournament hosting strategy working group that identifies strengths within Kenora’s recreation system and opportunities to attract additional events.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- City works with partners to achieve common goals.
- City embraces its leadership role.
- Continues to provide high quality, low cost amenities.

OUTDOOR FITNESS EQUIPMENT

KEY FACTS

- 📍 Outdoor fitness equipment can be found at Garrow Park.
- 📈 **Vital Statistics:** outdoor fitness equipment is becoming a more common sight in communities and residents expressed satisfaction with access to this equipment.
- 🏆 **Level of Service:** 1:14,967 (above average).



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: there is good service level provision of outdoor exercise equipment in Kenora, particularly when compared to similar communities.



Access and Distribution: there is good access to outdoor fitness equipment in Kenora at Garrow Park, but opportunities exist to incorporate fitness equipment at other parks in the City to improve distribution.



Utilization: utilization is unknown, but this amenity type is typically not monitored in this way.



Trends and Participation: participation in recreation is trending towards individual or small group pursuits, particularly for fitness and exercise. Outdoor equipment became more appreciated during the pandemic considering public health considerations. Municipalities are experimenting with adult or young-adult scale obstacle and fitness courses.



Online Survey: 23% of respondents identified outdoor fitness equipment for enhancement and 18% would like to see more of this amenity type be developed. 72% of households identified need for adult fitness and recreation programs, 56% for exercise classes, and 50% for outdoor adventure programs. Outdoor fitness equipment could be utilized to meet these program needs. 13% of respondents are very supportive of developing a new outdoor fitness area, with 29% somewhat supportive.



Stakeholders / Primary Users: not applicable.

ANALYSIS

- Outdoor exercise equipment is becoming a more common amenity in communities, with municipalities providing outdoor exercise stations to provide free access to strength training equipment. Kenora is ahead of the curve in this regard, having a variety of equipment available at Garrow Park. Around a quarter of households would like to see outdoor exercise equipment be enhanced. Nearly three quarters of households identified a need for adult fitness and recreation programs, suggesting potential may exist to deliver some programming outdoors utilizing the equipment at Garrow Park.

RECOMMENDATIONS

- Continue to maintain existing outdoor fitness equipment at Garrow Park and explore adding new equipment where feasible.
- Deliver a pilot program where City recreation staff incorporate outdoor exercise equipment into adult fitness and exercise classes, as well as consider having 'learn to use' days where staff are available to provide guidance on how to safely use the equipment. This programming could be conducted by either City staff or independent contractors.

RECOMMENDED FUTURE LEVEL OF SERVICE: MAINTAIN THE EXISTING SERVICE LEVEL

IMPLEMENTATION GUIDANCE

- Establish regular maintenance schedules for outdoor exercise equipment, including during the winter months.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Provides free-of-charge access to equipment needed for residents to live active healthy lives.



MULTI-SPORT COURTS

KEY FACTS

- 📍 There is one basketball court in good condition at KRC, with an additional 8 publicly accessible courts at schools throughout Kenora.
- 📈 **Vital Statistics:** the City of Kenora's basketball court is located at the KRC, benefiting from spillover use from visitors and program users at KRC.
- 👤 **Level of Service:** 1:14,967 (average)



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)



Service Level: there is one City managed basketball court located at the KRC that is in good condition and has recently been refurbished.



Access and Distribution: there is good access to outdoor multi-sport courts when factoring in amenities on school property.



Utilization: utilization is unknown, but this amenity type is typically not monitored in this way.



Trends and Participation: outdoor sport courts can be used for a variety of different activities, particularly for spontaneous or unstructured play, as well as drop-in programming provided there are games or other activities organized.



Online Survey: 12% of respondents expressed support for improving existing outdoor sport courts, with 29% being somewhat supportive.



Stakeholders / Primary Users: not applicable.

ANALYSIS

- There is good provision and accessibility of outdoor multi-sport courts in Kenora, with the City operating a basketball court at the Kenora Recreation Centre.

RECOMMENDATIONS

- Continue to maintain the basketball court at the KRC to a high standard.
- Consider providing a multi-sport court at Central Park, subject to compatibility with the redevelopment program.

RECOMMENDED FUTURE LEVEL OF SERVICE: MAINTAIN THE EXISTING SERVICE PROVISION LEVEL

IMPLEMENTATION GUIDANCE

- Consider working with user groups to more regularly offer drop-in programs or organized league play.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Maintains access to a quality, affordable, and accessible recreation amenity.

SKATEBOARD AND BIKE PARKS

KEY FACTS





📍 There are two skateboard / BMX parks in Kenora: one at the KRC and one at Portage Bay.



📈 **Vital Statistics:** the KRC skatepark is a large, modern, concrete park with permanent features and is in good condition. The Portage Bay park is in fair condition and has movable structures and obstacles.

👤 **Level of Service:** 1:7,484 (average)



WHAT WE FOUND (RESEARCH) AND HEARD (ENGAGEMENT)

-  **Service Level:** the two skateboard / BMX parks in Kenora provide an overall good level of service, with the KRC park providing better amenities and service overall due to its permanent features and proximity to the KRC and other amenities.
-  **Access and Distribution:** there is good access and distribution of skateboard and bike parks in the City, with one park located in central Kenora and the other in Keewatin.
-  **Utilization:** utilization is unknown, but the KRC park is well-utilized.
-  **Trends and Participation:** individual, spontaneous recreation pursuits such as skateboarding, BMX biking, and even scootering have been popular for children and youth for decades. Skateboard park infrastructure continues to evolve in its design and range of uses that can be accommodated, often now including bowl-type structures along with full-scale 'street courses'.

-  **Online Survey:** 34% of households would be very (13%) or somewhat (21%) supportive of developing a new BMX park or bike pump track. 21% of respondents would like to see existing skateparks be enhanced and 12% would like to see more of these amenities be developed. 24% would like to see more pump tracks or bike skills parks be developed. 33% of respondents indicated that skate parks should not be prioritized. Skateboarding is the third most popular outdoor activity identified by youth (12%).
-  **Stakeholders / Primary Users:** support amenities such as seating areas would be valued by users. Risk management, liability, and injury are areas of concern.



ANALYSIS

- Skateboarding remains a popular activity for children and youth (and even some adults!). BMX biking, too, is popular. Around a third of households expressed support for developing a new BMX park or pump track being developed. Around a fifth of households would like to see existing skateparks be enhanced. The skatepark at the Kenora Recreation Centre is a large, modern, concrete park with in good condition and with excellent amenities. Support amenities such as lighting, washrooms, and seating areas would be valued by user groups. The park at Portage Bay has movable features and few support amenities.

RECOMMENDATIONS

- Consider developing a more permanent park at Portage Bay with support amenities and pump-track features, if feasible.
- Install seating features at the skatepark at Kenora Recreation Centre.

RECOMMENDED FUTURE LEVEL OF SERVICE: MAINTAIN THE EXISTING SERVICE PROVISION LEVEL

IMPLEMENTATION GUIDANCE

- Look to install a section or portable bleachers, similar to those used at baseball diamonds.

ALIGNMENT WITH MASTER PLAN FOUNDATIONS

- Highly affordable recreational opportunity compared to some activities, with access to the parks themselves being free.
- Encourages youth to be active.



This is small wheel pump track made of fiberglass.

6

ACTION PLAN FOR PARKLAND

OVERVIEW OF KENORA'S PARKLAND SUPPLY

In total, the City of Kenora has just over 115 hectares (285 acres) of municipal parkland, including Evergreen Ski Hill, which itself is 54.5 hectares (134.4 acres). Quantitatively, Kenora is relatively well-supplied with parkland. Including Evergreen Ski Hill, Kenora currently has about 7.7 hectares (19 acres) of municipal parkland per 1,000 residents. To put that in perspective, of the 32 cities that participated in the 2021 Canadian City Parks Report prepared by the non-profit Park People, the average parkland supply was about 7 hectares (17.4 acres) public parkland per 1,000 residents. However, when excluding Evergreen Ski Hill from the analysis, the City's parkland provision drops to approximately 4 hectares (9.8 acres) of municipal parkland per 1,000 residents. A detailed description of the City's parks is provided in **Appendix C**.

In accordance with the Parkland Classification System proposed in this following section, the strength of the City's parkland inventory is its portfolio of large, city-wide, and community-scale waterfront parks which serve its permanent and seasonal residents and tourists alike. These parks, and the waterfront in general, have been a focus of the City's planning and renewal initiatives over the past decade and are a quintessential part of Kenora's character.

	Acres (ac)	Hectares (ha)	Provision (ha per 1,000 ppl)	
City-Wide	81.4	32.9	2.2	28.5%
Community	47.7	19.3	1.3	16.7%
Neighbourhood	14.2	5.7	0.4	5.0%
Parkette	0.8	0.3	0.0	0.3%
Special Use	141.1	57.1	3.8	49.5%
Total	285.1	115.4	7.6	100%
Total Excluding Mount Evergreen Ski Hill	150.7	61.0	4.0	

The City's parkland supply is pressured at the neighbourhood scale, and the provision of smaller parks – either active or passive – that are integrated, walkable, and serve their immediate surrounding neighbourhood is limited. This type of park creates great neighbourhoods and completes communities. Keewatin Central Park, Keewatin Beach, and Beatty Park are prime examples of this type of park space.

In addition to the City's supply of variously sized parks, Kenora also includes large sections of forested green space, especially on Tunnel Island and surrounding Mink Bay. These areas currently include walking and hiking trails of varying difficulty levels and are an integral link to nature and wilderness for the residents of Kenora. The City has recently increased its stock of parks including the expanded Central Park Dog Park and downtown pocket park.





MAP 2: PARKLAND INVENTORY

Base Features:

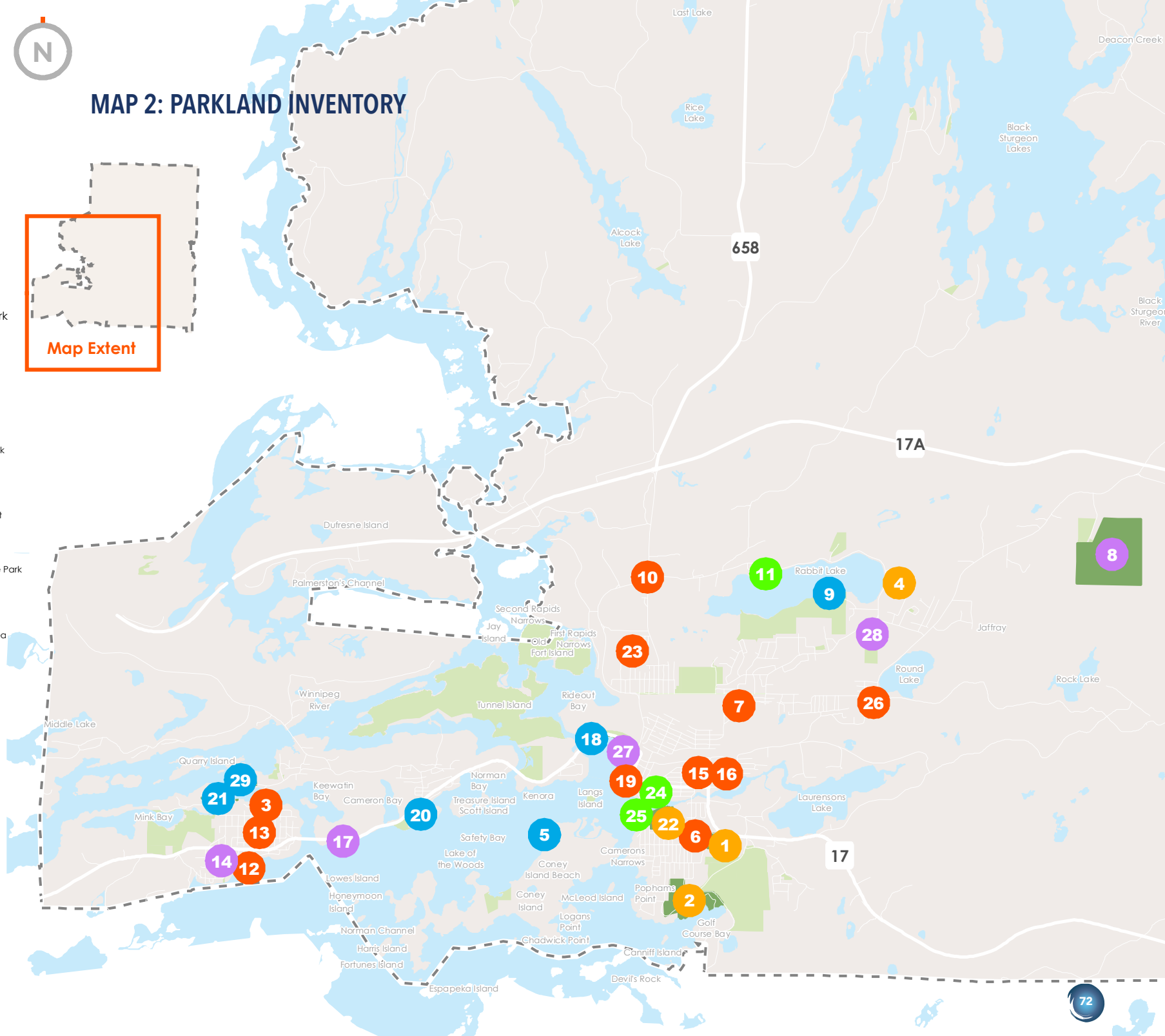
- Road
- Study Area
- Municipal Park
- Open Space
- Waterbody

Project Features:

- City-wide Park
- Community Park
- Neighbourhood Park
- Parkette
- Special Use / Other



- No. Park Name
- 1 A&W Millennium Park
 - 2 Anicynabe Park
 - 3 Beatty Park
 - 4 Co-op Baseball Field
 - 5 Coney Island Beach and Park
 - 6 Enchanted Memory Park
 - 7 Evergreen Ice Rink
 - 8 Evergreen Ski Hill
 - 9 Garrow Park
 - 10 Jack Robinson Park
 - 11 Jaffray Melick Lookout Point
 - 12 Keewatin Beach
 - 13 Old Keewatin Ballpark
 - 14 Keewatin Rock Holes
 - 15 Kenora Central Park
 - 16 Kenora Central Park - Future Park Development Site
 - 17 Lakeview Lookout
 - 18 McLeod Park
 - 19 Memorial Park
 - 20 Norman Park Beach
 - 21 Portage Bay Recreation Area
 - 22 Rec Centre
 - 23 Rideout Ice Rink
 - 24 Rotary Peace Park - East
 - 25 Rotary Peace Park - West
 - 26 Sunrise Place
 - 27 The Harbourfront
 - 28 Tom Nabb Soccer Complex
 - 29 Winnipeg River Park



PARKLAND CLASSIFICATION SYSTEM

The Parkland Classification System below categorizes parkland by four primary types based on the characteristics noted in the table below. The system aims to focus attention on acquisition or designation of parkland parcels with features most appropriate for its eventual parkland use. The system is also integral to parkland and open space policies in the City's Official Plan.

City-wide Parks	Community Parks	Neighbourhood Parks	Parkettes
Size Range: 8 to 12+ hectares (20 to 30+ acres)	Size Range: 4+ hectares (10+ acres)	Size Range: 1 to 4 hectares (2 to 10 acres)	Size Range: 0.2 to 0.8 hectares (0.5 to 2 acres)
Provision Factor: 2 to 3 hectares/1,000 pop. (5 to 8 acres/1,000 pop.)	Provision Factor: 2 to 3 hectares/1,000 pop. (5 to 8 acres/1,000 pop.)	Provision Factor: 0.8 to 1.2 hectares/1,000 pop. (2 to 3 acres/1,000 pop.)	Provision Factor: (0.2 to 0.6 hectares/1,000 pop. (0.5 to 1.5 acres/1,000 pop.)
Service Area: 3 to 10 km radius	Service Area: 1.5 to 3 km radius	Service Area: 0.8 to 1.5 km radius	Service Area: 400 to 800 metre radius

facebook.com/CityofKenora/photos



City-wide Parks	Community Parks	Neighbourhood Parks	Parkettes
<p>City-wide Parks serve specialized recreational functions for the entire municipality and/or have regional-scale attraction. Typically, City-wide Parks provide space for active and passive recreation for all age groups, including a broader range of specialized facilities such as major recreation facilities, campgrounds, swimming pools, boating areas and other facilities which serve a municipal-wide or regional catchment. Given their regional draw, City-wide Parks include dedicated parking areas for park users.</p>	<p>Community Parks provide space for active and passive recreation for all age groups including organized sporting activities. Intended to serve the local community in which they are located, community parks may also attract users from the broader region, depending on the type of amenities and facilities. Community parks often include or are adjacent to major indoor community facilities (i.e., community centres, arenas, etc.). In most cases Community Parks include parking areas for users.</p>	<p>Neighbourhood Parks provide a range of recreational opportunities within walking or biking distance of a local residential area. They typically include a playground and one or more outdoor sport facility (i.e., field sports), as well as opportunities for passive use and social interaction at the neighbourhood level.</p>	<p>Parkettes are the smallest park type. They provide either active or passive recreational space to serve local neighbourhoods. They are often developed in areas where larger parks do not exist or are difficult to secure. Parkettes provide playgrounds and greenspace within 5 to 10-minute walking distance (400m to 800m) of residences.</p>
<p>Anicinabe Park, Kenora Rec Centre, Keewatin Memorial Arena</p>	<p>Garrow Park, Norman Park, Coney Island Park, Keewatin Beach</p>	<p>Beatty Park, Old Keewatin Ball Diamonds, McLeod Park</p>	<p>Rotary Peace Park, Jaffray Melick Lookout Point</p>

Multi-Use Trails

Multi-use trails are an integral component of a municipality's parkland and open space system.

A comprehensive trail network – separating motorized and non-motorized modes – can serve to connect neighbourhoods, natural areas, and local destinations such as parks and recreational areas, community facilities (i.e., community centres, schools, libraries, etc.), cultural landmarks, and commercial centres. On a regional scale, trails may also provide connectivity with regional destinations and neighbouring communities.

TRAIL CLASSIFICATION SYSTEM

The Trails Classification System uses the Parks Canada Classification System (see Appendix B) which offers classification details for asset, resource conservation, and visitor experience management. The two tables featured below focus on trail type by construction features and level of maintenance, as well as classification by visitor experience.

Trail Type	Description
Type 1	<ul style="list-style-type: none"> • Paved or hard packed surfaced double track trail, all weather use, with no obstacles in surface. • Use compacted crushed rock, mineral soil, asphalt or chip-seal coat surface. • Minimum trail width of 1.5 metre. • Provide interpretive and directional signs, benches, and viewing areas where appropriate. • Machine- or hand-built and maintained.
Type 2	<ul style="list-style-type: none"> • Natural surfaced packed single-track trail or double track trail. • Use natural mineral soils or rock for surfacing, or native material from site. May be a paved surface. • Minimum trail width of one metre. • Provide interpretive and directional signs, benches, viewing areas where appropriate. • Machine- or hand-built and maintained.

Trail Type	Description
Type 3	<ul style="list-style-type: none"> • Natural surface single track trail. • Trail tread may be constructed or established by clearing a corridor and marking the route. • Whenever possible use natural native material from site. • Minimum trail width of 0.25 metre. • Provide minimal signage. • Hand-built and maintained.
Type 4	<ul style="list-style-type: none"> • No construction. • Suggested trail route. • Trail tread may consist of wildlife paths or may not exist. • Provide minimal or no signage or facilities. • Not maintained.

Trail Rating for Visitor Experience	Description
Easy	<ul style="list-style-type: none"> • Suitable for all visitors including those with no trail experience. • Hard packed surface with no obstacles and minimal stairs. • Estimated time to complete the trail is no longer than two hours. • Little or no elevation gain or loss.
Moderate	<ul style="list-style-type: none"> • Suitable for most visitors who have some basic trail experience and are generally prepared. • Mostly stable surface with infrequent obstacles, stairs may be present. • Estimated time to complete the trail is no longer than five hours. • May experience moderate elevation gain with some short steep sections.
Difficult	<ul style="list-style-type: none"> • Suitable for visitors who have trail experience and are prepared. • Variety of surface types including non-established surface. • Estimated time to complete the trail may exceed five hours. • May experience major elevation gain with long steep sections.

Trail Rating for Visitor Experience	Description
Route	<ul style="list-style-type: none"> • Suitable for visitors who have exceptional trail and navigation experience and are well prepared. • Non-established tread only a suggested trail route, not maintained. • Estimated time to complete ranges from 1 day to 10 days or longer. • May experience a variety of terrain including wet areas, loose rocks, exposure, and thick forest.

RECOMMENDATIONS:

1. As part of an enhanced parkland policy framework within the City's Official Plan, the City should adopt the proposed Parkland Classification System. This Classification System should be implemented to guide investment in existing parkland and outdoor recreation assets and inform decision-making around the planning, acquisition, and development of new parkland.
2. As part of an enhanced parkland policy framework within the City's Official Plan, the City should adopt the proposed Trails Classification System. This Classification System should be implemented to guide level of service delivery for existing and future trail assets to meet community needs and contribute to a diverse and integrated trail network system.

PLANNING GUIDANCE FOR PARKLAND

Planning and investment in public parkland, trail networks, and outdoor recreational amenities has many benefits. Parks and open space contribute to the City's image and sense of community, promote the health and well-being of residents, support ecological diversity, and enhance overall quality of life. Furthermore, a well-developed parks and open space system is good for the City's bottom line. Beyond contributing to increased private property values and tax base, investment in public parkland and open space can serve to enhance a municipality's reputation, and in turn, its ability to attract new residents, businesses, and visitors.

Recognizing those benefits, it's important that the City has a comprehensive policy framework in place – embedded within its Official Plan – to direct the planning, acquisition, and development of public parkland. That framework should focus on two core components:

1. the implementation of a parkland and trail classification systems (see Section XX)
2. strengthening policies for the City's acquisition and rationalization of land for new parks and trails

RECOMMENDATIONS:

1. As part of either the current Official Plan Review process or future Official Plan amendments, adopt an enhanced parkland policy framework that addresses parkland use and classification, acquisition, and design.
2. In addition to the land dedication provisions set out in Section 42 of The Planning Act, the Official Plan, and subsequent Parkland Dedication By-law, should also enable other mechanisms to acquire or secure land for park and/or trail development, including but not limited to:
 - a. direct purchase of land by way of funds allocated in the City's budget, monies raised through cash-in-lieu of land dedications, and/or funds generated through the sale of other City lands;
 - b. land exchanges/swaps; and
 - c. donations, gifts, or bequests from individuals or organizations.
3. Particularly in the case of planning optimal trail routes or trail connections, where specific lands cannot be acquired by the City, the City should consider approaching pertinent landowners to secure public access. Such access can be secured by way of agreement to allow continuous trail access and passage.

4. As part of an expanded parkland policy framework, the City should consider adopting policies around parkland disposition to establish clear criteria and procedures for the possible sale or disposal of public parkland. If disposal of parkland is being considered, an assessment should be conducted to explore the following factors:

- a. Functionality of the land as it pertains to park-related uses; and
- b. Existing and planned supply of parkland in the area.

If, based on assessment, the disposal of parkland is warranted, the City should consider:

- » Making the land available – either by way of sale or lease - to a community organization for continued recreation use or other public benefit, where possible;
- » Identifying opportunities to swap the subject lands with another public or private entity for land in an area in need of additional parkland;
- » Directing the proceeds of any sale of parkland towards the acquisition of, or reinvestment in, parks in areas of the City currently deficient in parkland.

5. As part of the overall policy framework the City should also develop a policy to direct the use of funds generated through cash-in-lieu of parkland. Where the City exercises its option to use cash-in-lieu of parkland provisions, those proceeds should be invested in two key priorities:

- a. The acquisition of land for, and the development of, neighbourhood parks in areas of need; and
- b. The acquisition of land to support the continued development of Kenora’s planned trail network;

The recent addition of the dog park and the capital costs of that project being withdrawn from the parkland reserve are an excellent example of how this type of focus can benefit the community.

6. Recognizing that parks, trails, and beaches are significant civic assets, the City should increase budget allocations for trail, park, and beach infrastructure, including capital, operations, and maintenance (staffing and equipment).

PLANNING FOR NEIGHBOURHOOD-SCALE PARKS

Kenora is currently serviced with 5.7 hectares (14.2 acres) of neighbourhood-scale parkland, a provision factor of 0.4 hectares/1,000 population. The minimum provision factor for neighbourhood parks is 0.8 to 1.2 hectares/1,000 population (2 to 3 acres/1,000 population), requiring Kenora to increase neighbourhood parkland space to 12 hectares (30 acres) to meet that standard.

It is recognized that it is likely not viable, even in the long-term, for the City to acquire that quantum of land with the distribution across the city to meet that threshold. This is further complicated by topography limitations in the municipality. Notwithstanding that, the City should prioritize the development of neighbourhood-scale parks and exercise its acquisition and land dedication abilities to ensure that new subdivisions and neighbourhoods are well-served by local park spaces.

The use of this assessment provides a more complete picture of the state of recreation amenities and open space in Kenora, one which includes quality of space and quality of experience.

Park design is an opportunity to create a unique neighbourhood character that is reflective of the City's overall identity. Design of landscaping, site furnishings, structures, and recreation infrastructure can all contribute to a unified neighbourhood aesthetic. Dedicated green space is attractive to young families looking to relocate and provides an outlet and opportunity for social engagement.

From the community surveys, we learned that respondents are eager to see new BBQ pits, picnic areas, and park shelters developed (48%), as well as investment into enhancing these amenities where they

already exist (30%). These comfort and convenience amenities, as well as others such as public washrooms, safe and enjoyable lighting features, and bike parking enhance user experience and create destination spaces for both residents and visitors.

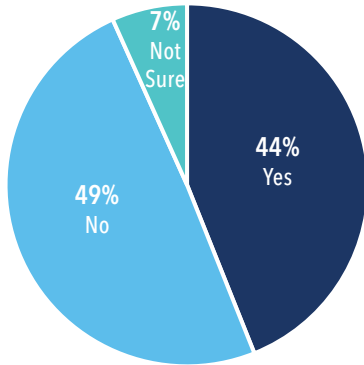
In addition to creating a welcoming space, the inclusion and design of comfort and convenience amenities in park spaces should aim to extend comfort of the space to all seasons. Consideration and knowledge of the changing seasons should also contribute to playgrounds and other play elements that are suitable or adaptable to year-round use.

Neighbourhood parks are meant to be walkable and bikeable, providing an easily accessible place for passive and active recreation, as well as social interaction. A key consideration when acquiring and developing neighbourhood parks is the attention paid to routes between the park and residential areas. Ensuring safe routes for kids to walk and bike to the park on their own or with light supervision is essential to creating accessible and useable neighbourhood parks. This is especially important when we look at the scores from the CVLOS evaluation, where many of the neighbourhood parks scored low on Location and Access, meaning they are in low density areas, primarily accessible by car, and not easily accessible by other transportation modes.

The need for walkable and bikeable park spaces is supported by results from the community engagement campaign, which found that almost half (49%) of respondents feel there is insufficient parks and green spaces within a 10-minute walk of their residence.

ARE THERE SUFFICIENT PARKS AND GREEN SPACES WITHIN A 10 MINUTE WALK OF YOUR RESIDENCE?

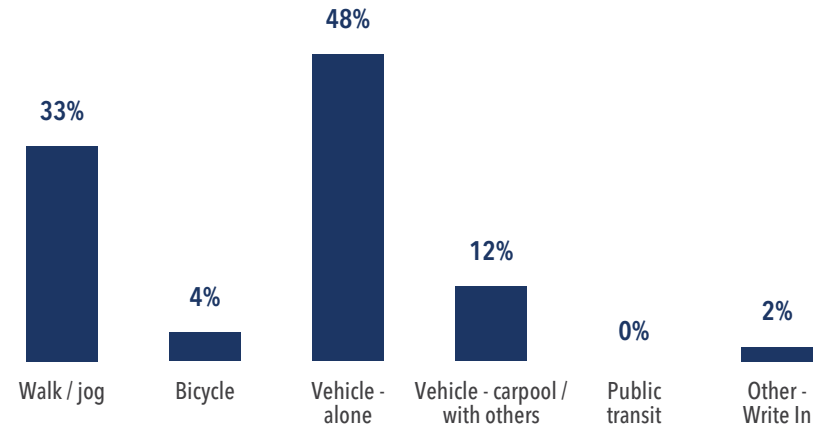
When asked whether they feel there is sufficient parks and green spaces within a 10-minute walk of their residence, fewer than half (49%) of respondents indicated yes, with an additional 7% being unsure.



53% of open access survey respondents feel that there is sufficient parks and green spaces within a 10 minute walk of their residence.

WHAT MODE OF TRANSPORTATION DO YOU USE MOST OFTEN TO ACCESS PARKS AND GREEN SPACES IN KENORA?

Respondents were asked to identify the primary mode of transportation that they or their household uses to access parks and green spaces in Kenora. Around half (48%) utilize their vehicle alone to get to these spaces. One-third (33%) indicate walking or jogging to access spaces, 12% car pool, and 4% use bicycles.



Open access survey respondents are less likely to walk/jog (28%) and more likely to carpool (19%)

Other overall low scoring areas on the CVLOS evaluation include Naturalness and Low Impact Design, Access and Inclusivity, Comfort Amenities, Convenience Amenities, and Design and Ambiance. Addressing these gaps requires planning for levels of services that address the qualitative elements of a space. Using the CVLOS evaluation tool for existing and new parks and open spaces, the City can better meet the diverse range of community needs.

As shown in the map on the following page, there are several areas of the city that are not adequately served by parks and open spaces. These areas of residence have no parks or open spaces within a 10-minute walking distance. As well, there are several residential areas that are served only by parks and open spaces that are currently below expectations for the level of service expected of these amenities.





MAP 3: CATCHMENT AREAS OF PARKS AND OPEN SPACES

This map illustrates the inventory of parks and open spaces in Kenora sorted by their CVLOS scores.

Base Features:

- Road
- Study Area
- Municipal Park
- Open Space
- Waterbody



Project Features:

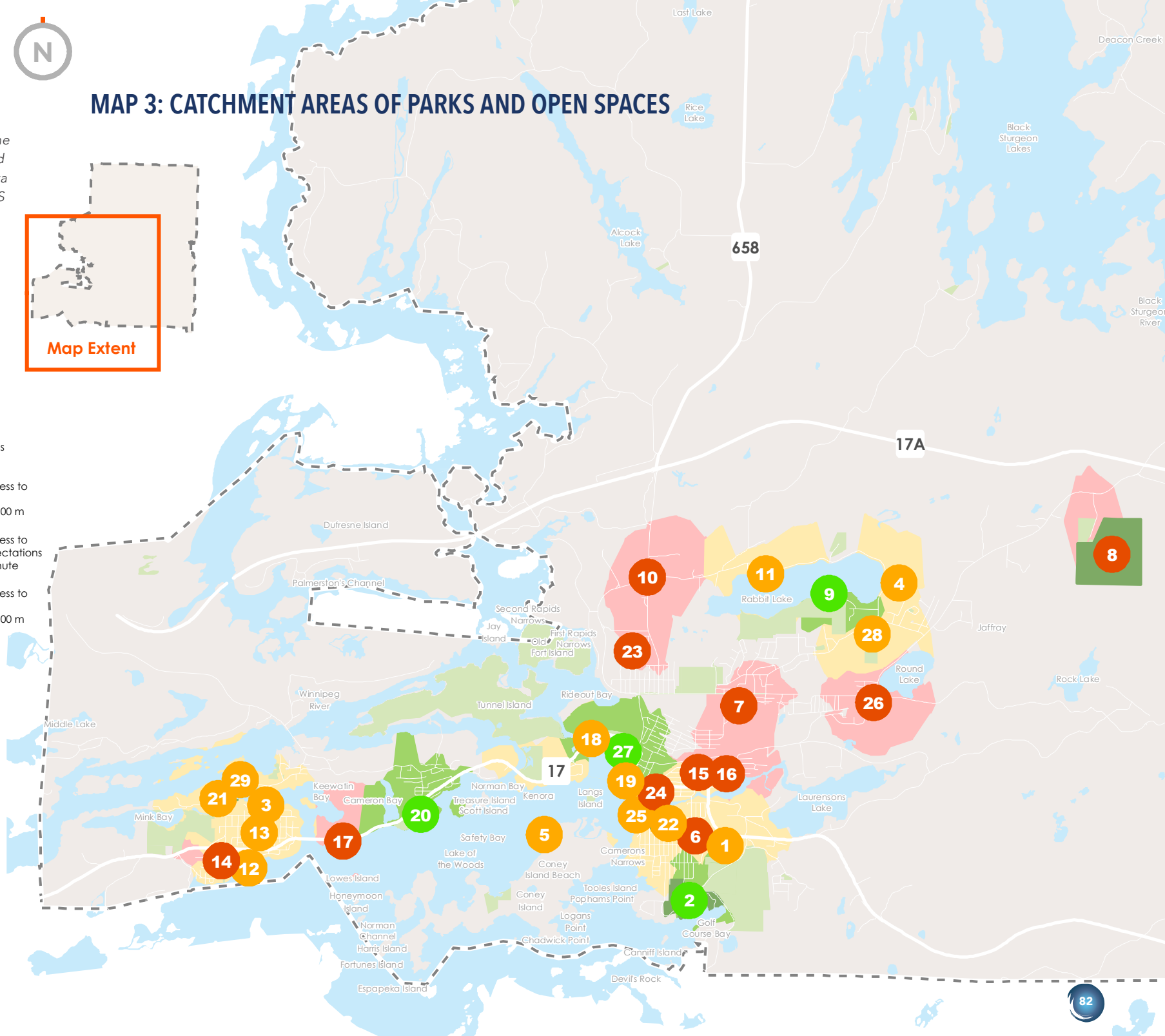
Park Condition:

- Below Expectations
- Meets Expectations
- Exceeds Expectations

Areas that have access to parks that Exceed Expectations within 800 m (±10 minute walk)

Areas that have access to parks that Meet Expectations within 800 m (±10 minute walk)

Areas that have access to parks that are Below Expectations within 800 m (±10 minute walk)



RECOMMENDATIONS:

1. As part of the City's new and updated parkland acquisition policies and regulations – including both the Official Plan and Parkland Dedication By-law – the City should prioritize the acquisition of land for the purposes of developing new neighbourhood-scale parks.

CONSIDERATIONS

- The City should fully exercise its parkland dedication and conveyance abilities when approving new development, particularly when approving new residential developments, to secure suitable land for the purposes of developing new neighbourhood parks.
- The development and design of new neighbourhood parks should be consistent with the size, provision factor, and service area criteria outlined in the Parkland Classification System.
- Lands to be conveyed for the purposes of developing a neighbourhood park should be:
 - » planned and located in such a way that the park becomes the focal point of a neighbourhood;
 - » have significant frontage on a public street to promote views into the park and reinforce the focal aspect of the park within the neighbourhood;
 - » suitable for the development of a playground, and where possible, other outdoor recreation amenities; and
 - » well-integrated with existing and future planned pedestrian and cycling networks.



The Neighbourhood Park Concept Plan shown above depicts many of the various elements to consider when designing new or redesigning existing neighbourhood parks. Though all elements are shown on this map in one park each park would play host to a few of these play, comfort, and convenience amenities as is needed or desired in that specific neighbourhood. As elements and amenities are considered for inclusion in any given park, special consideration should be paid to ensuring aspects of play, rest, and shade are present.

CONTINUED PLANNING AND INVESTMENT IN BEACHES AND WATERFRONT PARKS

Kenora's identity is intrinsically linked to the Lake of the Woods. The Lake is foundational to the City's recreation culture, which is reflected in its celebrated waterfront parks and beach areas. A continued commitment to the management and enhancement of those waterfront parks and beach areas is critical, not only from a recreation perspective but also in terms of the City's image.

The City of Kenora has a strong track record of planning and investment in its waterfront parks. The Kenora Beaches, Parks & Trails Plan, which was completed in 2010 and updated in 2016, forms a core part of that future planning effort, establishing a strong design vision and concept plans for future enhancements to the City's waterfront parks and beaches. Likewise, the 2019 Harbourfront Business Development Strategy, while predominately an economic and urban redevelopment strategy, includes a series of proposed open space and outdoor recreational investments as part of its overall Master Plan for the Harbourfront Area.

RECOMMENDATIONS:

1. Continue to invest in accessibility upgrades that provide widespread access to all park elements and amenities.
2. Explore opportunities for expanded winter use of beaches and waterfront parks.
3. Pursue further investment in docking infrastructure for both boating and swimming activities.
4. Enhance wayfinding and interpretive signage within and leading to beach and waterfront park areas.
5. Continue to look for external funding opportunities to further enhance its beaches, parks, and trails and add these vital assets to the asset management plan.

CLIMATE CHANGE AND ENVIRONMENTAL SUSTAINABILITY

Climate change is affecting communities across Canada in different ways and nearly every facet of municipal operations is being impacted, particularly recreation and parks. Climate change has affected average precipitation volumes, frequency of dangerously cold or hot days, frequency and severity of extreme weather events, and is putting pressure on municipalities to improve their operations to minimize environmental impacts. Indoor and outdoor recreation amenities and park spaces are proving to be key sites for the impacts of climate change to manifest themselves. From residents seeking respite from extreme hot or cold within recreation centres to managing drought or flooding outdoors, municipal operations will have to change in response to climate change. Recreation and parks have historically been a medium for education and social change and will both play an important role in how we adapt and respond to climate change.

Water, energy, material use, and waste management are all top-of-mind concerns for municipalities. Recreation and sport infrastructure consumes significant amounts of resources to operate and municipalities are now examining how these facilities can be retrofitted or designed to use less energy, incorporate clean energy technologies to help reduce emissions, and are utilizing innovative architecture to minimize construction material use and waste, all helping to contribute to environmental sustainability. Kenora's Sustainability Advisory Committee is working to implement the City's Sustainability Action Plan and several initiatives have been identified that connect strongly to recreation and parks, including:

- Developing and meeting emission reduction targets
- Facilitating energy conservation retrofits for existing and new buildings
- Developing demonstration projects to showcase the potential for renewable energy generation to Kenora residents
- Incorporating green infrastructure into asset management processes
- Monitoring and managing flood risk areas

Increasingly, provincial and federal funding opportunities for recreation and parks are incorporating a climate change lens or require municipalities to demonstrate how the initiative relates to and advances environmental sustainability. For example, municipal recreation and culture infrastructure eligible for federal funding through the Investing in Canada Infrastructure Program must speak to how the investment may impact the environment and hold up to the effects of climate change. Another funding stream, the Green and Inclusive Community Buildings Program, requires applicants to submit emissions modeling data, structural information, and building energy profiles. New construction is required to be built to a net-zero standard or be net-zero ready – meaning the facility must be designed to have no net emissions at all. Moving forward, municipalities and recreation and parks departments should be prepared to speak to how their operations relate to and work to minimize environmental impacts.

RECOMMENDATIONS:

1. Conduct environmental impact and efficiency assessments for indoor recreation facilities in Kenora, identifying recommended actions and activities, and pursue grant funding where available to complete retrofits to increase the environmental performance of City facilities.
2. Pursue initiatives for reducing environmental impacts of parks operations, including equipment, landscaping techniques, species varieties, fleet electrification, waste diversion and minimizing water consumption.

CONSIDERATIONS FOR SERVICE DELIVERY

1. Continue to expand the number of water fountain / filling stations in Kenora parks and recreation facilities, prioritizing locations and access for those most in need.
2. Explore how park and open space design can be used to help mitigate adverse effects of climate change – i.e., stormwater management, tree canopies for shade and carbon capture, naturalness and low impact design, walkable/bikeable locations.
3. Explore the electrification of in-house parks and trails maintenance equipment such as mowers, blowers, trimmers, and groomers.
4. Continue implementation of dual-stream waste diversion in parks and at strategic points along trail networks.
5. Be mindful of climate change impacts on parks and trails operations and costs such as lengthened turf growing season, more extreme weather patterns, and rising fuel prices.

6. Follow professional trail building standards, such as IMBA trail building guidelines, in all trail development to ensure sustainable and enjoyable design.
7. Through the procurement process, the City should work with members of the Professional Trail Builders Association or contractors who have proven experience building long lasting trails that are not subject to undue soil erosion.
8. Naturalize park and open space areas, where appropriate, to support or rehabilitate ecological functions, and improve climate resilience.
9. Strive to protect natural vegetation and habitats and promote wildlife passage corridors through parks and open space areas.
10. Conduct environmental impact / efficiency audits for all indoor facilities and work towards completing recommended actions / activities.
11. Consider climate resilient design and systems when developing new or enhanced recreation spaces.

STEWARDSHIP

Community stewardship can play a significant role in parks, open space and trail maintenance and management, monitoring conditions, and volunteer mobilization around routine upkeep. Initiatives to encourage citizen involvement in both park and trail development and management can generate a strong sense of community pride and offset operational costs. While care for parks and trails is primarily the purview of the City, when residents feel pride and ownership for public spaces, they naturally step in to help care for these places. Research shows that individuals who spend more time in nature for recreation and leisure pursuits, and who show an appreciation for nature, report more environmentally conscious behaviours. An increase in pro-environmental behaviours was also seen in individuals and households that lived in high greenspace neighbourhoods, as opposed to low greenspace neighbourhoods.

An existing display of public stewardship in Kenora is the many community gardens found throughout the city most notably the public garden located in Keewatin. These community gardens are serving a variety of functions from produce production to socializing and performance venues. Those organizations and community members who create them feel a strong connection to the space and are committed to caring for it. These spaces, especially when situated in easily accessible neighbourhood parks or parkettes and accompanied by comfort amenities such as benches, offer opportunities for residents to build social relationships, learn new skills, or simply enjoy spending time in a beautiful garden.

RECOMMENDATIONS:

1. Continue to support stewardship initiatives led by community organizations through community agreements, communication and marketing, and financial or in-kind support.
2. Explore marketing and promotion campaigns to increase awareness of environmentally conscious behaviours that are suited to individuals and households.
3. Collaborate with and empower the general public to undertake stewardship initiatives in their neighbourhoods.
4. Identify and pursue resources and supports to increase informal and formal public participation in park and trail stewardship activities (outside of activities being undertaken by community organizations).

PUBLIC DOCKS AND BOAT LAUNCHES

Kenora has 120+ public floating docks and seven public boat launches, collectively forming an important public asset considering the significant demand for docking space and use of launches. While the City promotes itself as a major boating destination and recognizes the significant contribution boating and water sports brings to the local economy, the overall supply of public docking and the ability to efficiently and conveniently get boats on and off the lake, has become an obstacle.

Through the community engagement campaign, 43% of respondents indicated that they were dissatisfied with the quality of available docks (both formal and informal). As well, the most common theme discussed in open-ended comments of the survey had to do with water activities and boat launches, with numerous comments emphasizing the importance of good quality public boat launches and the perception that these amenities are lacking in Kenora.

Given the City's public positioning on boating, the magnitude of its existing assets, and the demand pressures on those assets, the City requires an overall strategy for public docks and boat launches that is aligned with an updated tourism strategy for Kenora, the City's transportation planning efforts, as well as its broader economic development objectives.

GUIDANCE RECOMMENDATION

1. Monitor and strategically direct the development, use, and management of public docks, boat launches, and marina support infrastructure.

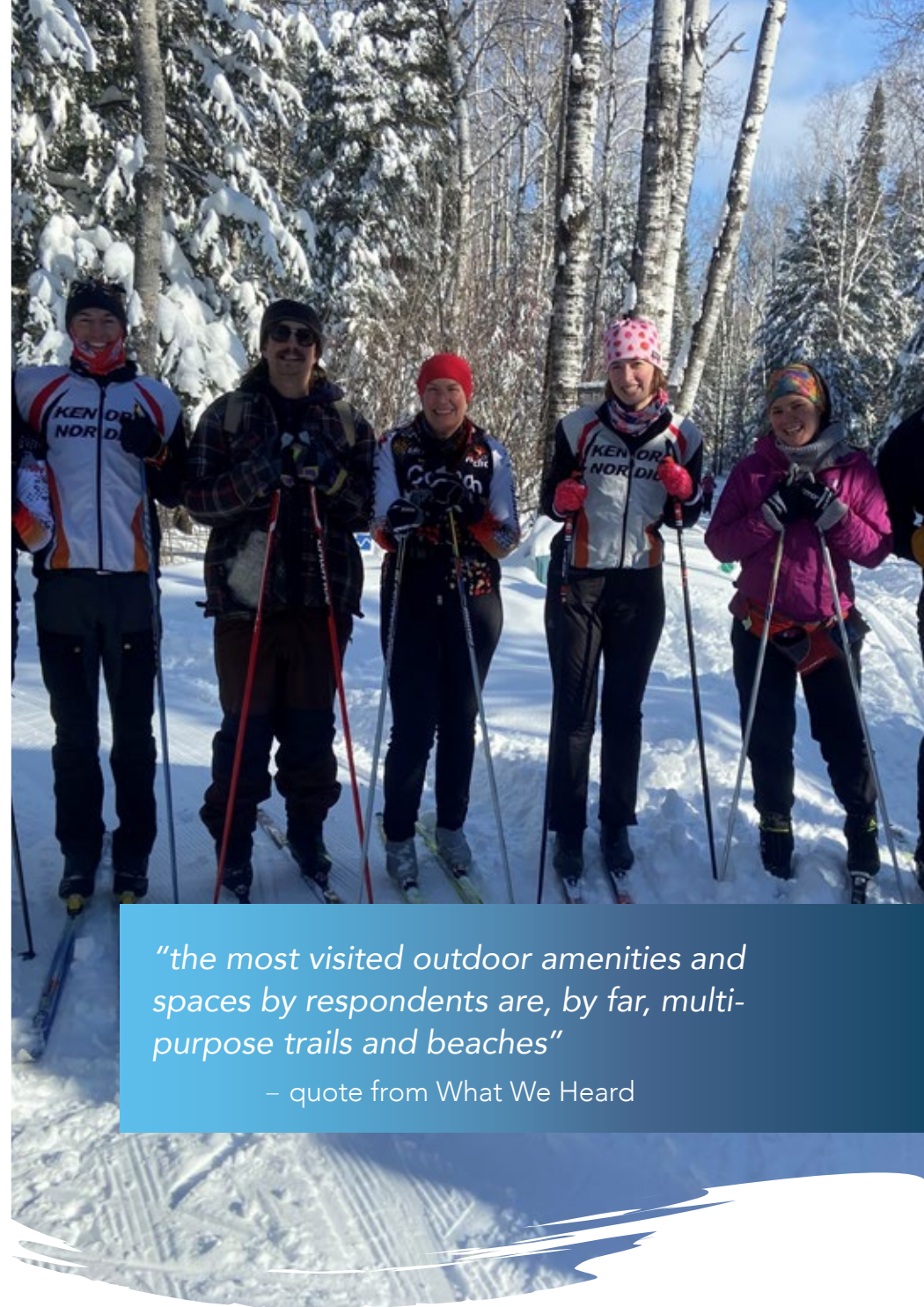
CONSIDERATIONS FOR DEVELOPMENT OF A PUBLIC DOCKS AND BOAT LAUNCH STRATEGY

- Keep an up-to-date inventory of public docks including location, status of condition, and suitability for a variety of boating needs in alignment with the municipality's long-term Asset Management Plan.
- An assessment of demand and potential to support investment in new and upgraded docking and launch facilities.
- Consider improved user experience, including clearer communications around dock permitting, parking, prohibited use zones, and time restrictions for the boats.
- Continue to evaluate opportunities to expand access for non-motorized water sports.
- Development and application of level of service standards for public docks and boat launches.
- Exploring opportunities to use private and public dock and boat launch locations to enhance access to the lake in the winter, where ice conditions permit.

GUIDANCE FOR TRAIL CENTRE

Taking advantage of the natural beauty and topography of the area, Kenora is home to a series of beautiful and well-used trail networks, with plans to maintain and expand these networks in the future. As interest in trail use rises across the country, and around the world, a new addition to the repertoire of trail features has emerged. The development of trail centres is growing in popularity to bring added comfort, use, and accessibility to trail networks. Often featuring public washrooms, sheltered open and seating areas, and informal fitness opportunities, trail centres allow more people to enjoy the benefits of trail networks.

Interest in trail networks and features was echoed in the community engagement campaign, where 82% of respondents to the household survey noted that they regularly participate in hiking, walking, running (on a trail or pathway). As well, respondents noted that the top outdoor facilities that should be developed are natural surface trails (53%) and paved trails (51%). In addition, the Tourism Department noted that the most frequently requested brochure is the Trails Guide.



“the most visited outdoor amenities and spaces by respondents are, by far, multi-purpose trails and beaches”
– quote from What We Heard

OPEN ACCESS RESPONSES

ENHANCE:

- Beaches (59%)
- Playgrounds (41%)
- Sports fields (36%)
- Pools (34%)
- Skating rinks (34%)

DEVELOP:

- Natural surface trails (58%)
- BBQ / picnic areas / park shelters (53%)
- Community gardens (52%)
- Paved trails (46%)
- Festival and community performance spaces (44%)

NOT A PRIORITY:

- ATV trails (38%)
- Dog parks (37%)
- Snowmobile trails (37%)
- Skate parks (32%)
- Beach volleyball courts (30%)

Top 5 outdoor facilities and amenities for enhancement:

- Beaches (56%)
- Pools (37%)
- Skating rinks (35%)
- BBQ / picnic areas / park shelters (30%)
- Playgrounds (30%)

Top 5 outdoor facilities and amenities that should be developed:

- Natural surface trails (53%)
- Paved trails (51%)
- BBQ / picnic areas / park shelters (48%)
- Playgrounds (41%)
- Campgrounds (41%)

Top 5 outdoor facilities and amenities that should not be prioritized:

- ATV trails (45%)
- Beach volleyball courts (41%)
- Track and field venues (39%)
- Snowmobile trails (38%)
- Skate parks (33%)

GUIDANCE RECOMMENDATION

1. Explore the development of a Trail Centre at strategic locations within the City's existing and emerging trail network.

CONSIDERATIONS FOR TRAIL CENTRE DEVELOPMENT

- Access: users should be able to access the site through a variety of modes such as walking, biking, and driving.
- Multi-use: trail centre design should be flexible to support a variety of activities, including year-round use.
- Accessibility: the site and space should be able to accommodate and support users with a variety of physical needs.
- Location/Proximity: the site should be located close to existing or planned amenities, making the most efficient use of adjacent or complementary uses (i.e., trail networks, beaches).
- Aesthetic: design of the facility should accentuate and enhance the identity and character of Kenora.
- Sustainability: the City should strive to meet or exceed environmentally sustainable building practices.
- Funding: identify potential funding sources (provincial, federal, private foundations) to support the development and associated costs.



URBAN FORESTRY SERVICES

Built on the Canadian Shield and surrounded by the boreal forest, Kenora offers residents and visitors a feeling of true wilderness exposure. The existing natural environment provides a distinct opportunity for Kenora to promote its natural aesthetic through a curated and managed urban forest strategy. However, the City does not have a strategy or strong policy framework around tree management. Most tree-related maintenance is done reactively with no overall plan, or in-house arboricultural expertise, in place. Recognizing the aesthetic and natural value that trees have within the parks system, and the city overall, there is evident need for an overall strategy for Kenora's urban forest.

An Urban Forestry Strategy can also be used to help address gaps in parkland design identified through use of the CVLOS evaluation tool, such as Naturalness and Low Impact Design, Comfort Amenities, and Design and Ambiance.

GUIDANCE RECOMMENDATIONS

1. Strategically approach planting selection, design, and maintenance for the City's urban tree canopy, including an inventory of the urban canopy, greening strategies for areas of low tree canopy/greenspace, and identification and mapping of invasive species.
2. Develop budget allocation for managing the City's urban forest including arborist services and use of capital equipment.
3. Continue to employ best practices from Urban Forest Program: Tree Establishment Best Practices Manual (completed by Urban Forest Innovations Inc.).

CONSIDERATIONS FOR DEVELOPMENT OF A CITY-WIDE URBAN FOREST STRATEGY

- Develop a city-wide Urban Forest Tree Species Inventory.
- Require soil analysis and environmental site assessments to inform species selections and new plantings.
- Select new plantings that aim to diversify tree species to improve ecosystem resilience.
- Implement tree monitoring and maintenance programs city-wide.
- Select tree species with a proven history of growth in Kenora's plant hardiness zone and analogous site conditions.
- Ensure plantings and species selection reinforce the identity of Kenora as a boreal wilderness oasis.

7

ACTION PLAN FOR SERVICE DELIVERY



A SERVICE DELIVERY FRAMEWORK FOR RECREATION AND PARKS IN KENORA

Delivery of recreation and parks in every community reflects local innovation, entrepreneurship, political decision making, and demographics. It is unlikely that any two communities deliver recreation and parks in the same way.

The City may choose to directly provide a facility, program, or service (municipally driven), or enable a community group to provide a facility, program, or service (community driven). In other instances, it may be appropriate for the private sector to operate a facility or provide a service on a for-profit basis (partnership/commercial driven).

The Service Delivery Framework for the City of Kenora establishes how the municipality should approach providing recreation and parks facilities, programs, and services in the future. The framework respects many past decisions and offers some rationale for why these decisions are suitable for future planning purposes. In other instances, the framework suggests adjustments to the way in which the city currently delivers recreation and parks; in these instances, a change strategy is provided in this Section.

RECOMMENDATIONS:

1. Adopt the Service Delivery Framework for Recreation and Parks in Kenora as a tool for guiding decision making about the possible role and responsibilities of the City of Kenora in the delivery of recreation and parks.

	Community Driven	Partner/Commercial Driven	Municipality Driven
Key Message about the Approach	Community looking after the interests and needs of community.	Specialized programs and services offered by private sector.	Quality public recreation and parks programs and services that offer maximum public benefit and are widely accessible to all residents.
Possible roles of the Recreation and Parks staff	<ul style="list-style-type: none"> • Facilitate access to available resources and supports that the City might be able to provide. • Provide access to municipally owned facilities, often at a rate requiring tax-based support. • Offer guidance for navigating City processes for approvals, permits, etc. • Support grant applications for external funding. 	<ul style="list-style-type: none"> • Avoid directly competing with commercial operators for new ventures. • Joint development of projects under the Public Private Partnership Model (P3). 	<ul style="list-style-type: none"> • Build, operate and maintain major indoor and outdoor facilities on City-owned lands. • Plan and deliver quality, low-cost, entry-level skill development programs, and services to the public.

	Community Driven	Partner/Commercial Driven	Municipality Driven
<p>Characteristics of the Approach</p>	<ul style="list-style-type: none"> • Not-for-profit organizations directly provide accessible programs and services to all residents (i.e., a local sport association offers youth basketball or hockey programs). • The organization’s cause has broad community-wide appeal, and its programs or services offer significant public benefit. • Profit is not a primary motive for existing. • City staff provide support and assistance to organizations that use City facilities. • A not-for-profit organization may be permitted, under a lease or other type of agreement, to operate a city owned facility, to provide a recreational program or services to all residents. • The City may provide financial support to a not-for-profit organization that operates a facility that the City might otherwise be expected to provide. 	<ul style="list-style-type: none"> • The private sector is directly involved in the provision of a facility or the delivery of a program or service. • Profit is a primary motivation for operating. • The facility, program, or service offered appeals to those with prerequisite skills required to participate (more advanced technical skills are required). • The City may partner with a commercial entity that brings specialized knowledge or skills required to operate a facility or deliver a program or service. • The City may partner with a not-for-profit organization to provide a facility, recreation program, or service to the public based on commercial terms (a profit must be generated, and returns must be reinvested back into the organization). 	<ul style="list-style-type: none"> • In response to broad public interest and demand, the City directly provides programs and services to users and maintains critical resources, infrastructure, and systems to operate as a direct provider (i.e., program instructors, program equipment, registration, marketing systems). • Service provision typically requires a tax levy. • Is a facility, program, or service most commonly provided by a municipality. • The City often owns and maintains indoor and outdoor facilities that are used directly by the municipality to provide public recreation programs. Community-organization can rent facilities to provide a service to the public. Private organizations can rent facilities for private or commercial purposes. • Offers programs and provides services for identified target populations often at no or very low cost to the user

	Community Driven	Partner/Commercial Driven	Municipality Driven
Existing Kenora Examples	<ul style="list-style-type: none"> • Tom Nabb Soccer Complex. • Mount Evergreen. • Community Clubs. • Minor Youth Sport Organizations. • Co-sponsoring funding applications for informal groups. 	<ul style="list-style-type: none"> • Keewatin Curling Club. • Kenora Curling Club. 	<ul style="list-style-type: none"> • Kenora Recreation Centre (fitness centre / aquatics). • Keewatin arena / Thistle arena. • Provision of day camps for children and youth. • Provision of outdoor ball diamonds.

facebook.com/CityofKenora/photos



RECREATION PROGRAMS AND SERVICES

A broad range of recreation programs and services for different age segments are currently provided by City, not-for-profit organizations, and commercial operators and appear to address general needs and interests of residents based on general satisfaction scores from the resident survey. Some new program areas to explore based on industry program trends are identified in the table below. Guidance for strengthening the current recreation programming offer is also provided. The Service Delivery Framework should inform the potential role of the City in the development and delivery of any of the suggested programs and services.

Suggested Recreation Program or Service	Considerations for the City
Drop-in Youth Programs	1. Directly provide or support community-driven provision of youth-led drop-in programs at highly accessible locations in the city. Youth-led activities are responsive to the interests of participating youth and are supported by a caring, mentoring adult.
Pre-registered Fitness and Wellness Classes	2. Directly provide pre-registered indoor and outdoor fitness and wellness classes – typically 8-10 weeks in duration.
Youth Mountain Biking and BMX	3. Support or partner with local schools to provide mountain biking and BMX/pump track programs, as well as with Mount Evergreen. Focus on entry level skill development and socialization.
Community Gardening	4. Support for funding applications for community-driven community gardens operating/growing on City property.
Nordic Activities	5. Support community-driven funding application for member development and program activities at Mount Evergreen Nordic area.

RECOMMENDATION:

1. The City should consider providing or enhancing program delivery in the following areas: drop-in youth programs, youth mountain biking and BMX, pre-registered fitness and wellness classes, Nordic activities, and community gardening.

COMMUNITY POLICIES

Council approved policies and formal operational practices ensure the delivery of recreation and parks services to individuals and organizational users is consistent, transparent, and objective. Guidance for reviewing and updating key policies below and draws from proven public administration approaches in communities across Canada. The guidance is also responsive to issues identified by sport and recreation organizations in Kenora during stakeholder interviews and the stakeholder survey.

COMMUNITY GROUP RECOGNITION POLICY

A community group recognition policy will assist City staff in administering services and providing in-kind support to a variety of types of community organizations that provide services to the public in Kenora. In practice, the policy focusses attention and support on groups that provide public benefits; closed-groups or private organizations would not be eligible for services and support under the proposed policy. The policy should be approved by Council and should establish criteria for becoming a recognized group based on the following principles:

- The group or organization must operate on a not-for-profit basis.
- The group or organization must have an open public membership – residents may easily join the organization or use services provided by the organization.
- The group or organization must be based in Kenora.

Benefits of becoming a recognized community group may include:

- Support for promotion of the organization’s programs and services.
- Eligibility for rental fee reductions.
- Complementary use of City facilities for monthly board meetings.

RECOMMENDATION:

1. Develop a Community Group Recognition Policy to formalize relationships between the City and volunteer-based community groups that provide services and programs to the public.

COMMUNITY GRANT POLICY

A community grant policy offers a formal and transparent system for Council to make decisions about the provision of direct funding and in-kind support to Kenora-based, not-for-profit community groups that deliver programs and services that keep residents active, healthy, and engaged in community life. The City of Kenora currently considers requests for funding and support from community organizations on an ad-hoc basis.

RECOMMENDATIONS:

1. Develop a Community Grants Policy as a system for transparently allocating available municipal funding and in-kind support to community organization involved in the delivery of recreation, parks and sport programs, services, and projects.
2. Create a funding mechanism and allocate annual budget required to implement the policy.

IMPLEMENTATION GUIDANCE:

- Assume high demand from community organizations for community grant funding in the first year. While the amount available for granting purposes will be determine during the development of the policy that will require Council's approval, assume demand for 7-10 annual community grants at an average of \$10,000 per grant (this include cash and in-kind value).

- A Community Grant Policy should consider the following:
 - » Funding: all existing forms of funding provided to community organizations should be migrated under a community grant policy (including municipal property tax exemptions, budgeted amounts, in-kind support, etc.). Recipient organizations should be required to make an annual request for funding to be sustained or new funding.
 - » Type of organizations: groups requesting a community grant should be either a not-for-profit (formally incorporated) or informally organized (some evidence of organizational structure and purpose). This would involve expanding the existing funding going to the Community Clubs and the Kenora Sportsplex.
 - » Assessment criteria should be set in the Community Grant Policy to be transparent and should demonstrate strategic alignment with the Foundations of the Recreation and Parks Master Plan and the City's Strategic Plan. Categories for criteria development include demonstrated need and rationale for funding; organizational capacity to deliver and be accountable; accessibility – ability to ensure the funded benefits all members of the community.
 - » Determine conditions for eligibility: groups requesting funding should provide services and programs that are open to the public and publicized city-wide.

- » The City may consider creating different grant funding streams – operating funding for start-up organizations, operating funding for established organizations, grants for small, community based projects, special event grants, etc.
- » The intake and processing of grant applications should be administered using simple-to-use, user-friendly, web-based software.
- » Establish an operating budget item for community grants. The amount of available annual funding should be allocated amongst selected applicants.
- » Establish a timeline from application intake to Council decision making; internally organize roles and responsibilities amongst staff in different departments for supporting application review.
- » Offer training and support to community organizations that are interested or that intend on applying.

FINANCIAL ASSISTANCE POLICY – EVERYONE PLAYS

Based on the prevalence of low-income households in Kenora (11% in 2016), many children and youth are missing opportunities to participate in recreation. Triple Play Kenora provides much needed financial and non-financial assistance to families with children and youth who want to participate in community sport programs.

facebook.com/CityofKenora/photos



ICE ALLOCATION POLICY

An update of this policy is suggested to help optimize the utilization of the City's two arenas through the equitable allocation of ice time to organizations by integrating the principles of Canada's Long Term Athlete Development model (LTAD) into the allocation policy. National Sport Organizations (NSOs) are required to align their sport programs to the LTAD by setting standards for the type, duration, and intensity of activity that is appropriate for each age cohort within the respective sport.

The standards of play established by NSO can be applied to determine the number of minutes of required ice time per player per week. Aligning these sport specific standards of play with Kenora's Ice Allocation Policy leads to greater equity of access to ice time within the sport and between different ice-based sports – players get the time they need to learn, enjoy, and afford to participate in the program appropriate to their age, interest, and ability - and only more ice time if it is available. Many Canadian communities have updated their ice allocation policies to align with LTAD principles.

A policy review should also recognize "prime-time ice" to ensure users have equitable access to the most desirable ice slots to deliver their programs. There is generally more demand than supply of prime-time ice slots; offering differential pricing for prime and non-prime time ice provides market incentive for some groups to take advantage of lower pricing. Many municipalities require ice user organizations to accept a ratio of prime-time and non-prime-time ice to help optimize the overall utilization of ice (i.e., for every 2 hours of prime-time ice allocated per week, a user must also accept 1 non-prime-time hour).

RECOMMENDATIONS:

1. Update the Ice Allocation Policy to optimize the use of indoor ice and to achieve equity in the provision of ice to Kenora's ice-based sport organizations.
2. Update seasonal ice request form to reflect the Ice Allocation policy.

EQUITY, DIVERSITY, INCLUSION, AND RECONCILIATION

Recreation provides significant benefits to all community members – the benefits of recreation are not enjoyed by only a select few, but rather, can be realized by everyone in the community. Research on the benefits of recreation and parks at a community level has revealed that these services enhance levels of social interaction, cohesion, and inclusion, as well as promote cross-cultural learning and appreciation, can strengthen bonds and drive reconciliation with Indigenous communities, and can build community pride. However, it is key that equity and access to recreation and parks services are a top priority for municipalities for the benefits to be enjoyed by all.

Many recreation and parks departments in Canada have adopted statements and policies on equity, diversity, inclusion and/or reconciliation that include hiring practices, staff education and skill development, and recognizing biases that may create barriers for community members. In terms of reconciliation, the Truth and Reconciliation Commission's Calls to Action (87 to 91) speak directly on how recreation, parks, and sport can be leveraged to advance positive change by:

- Recognizing the contributions and stories of Indigenous athletes in history and providing educational opportunities on these contributions.
- Supporting long-term Indigenous athlete development and growth.

- Amending policies to ensure that physical activity is promoted as a fundamental element of health and well-being, to reduce barriers, and build inclusive practices to build capacity
- Develop programs that reflect diverse cultures and traditions.
- Initiating anti-racism and cultural awareness campaigns.

Many of these opportunities for change have broad implications for the recreation sector in that by engaging with these recommendations, equity, inclusion, and reconciliation will be enhanced for all community members. In Kenora, many commendable efforts are being made to support equity, diversity, inclusion, and reconciliation, including the City's recognition and celebration of the first National Day for Truth and Reconciliation in 2021 and by participating in the Common Land, Common Ground initiative.

While recreation can be leveraged to create a level playing field for acceptance, knowledge, and equity to occur, equity, diversity, inclusion, and reconciliation are all processes as well as outcomes. Considering Kenora's population, there are many groups that will benefit from service delivery strategies focused on equity, diversity, inclusion, and reconciliation including low-income households (around 11% of city households fall into this group), those experiencing homeless or housing insecurity, children and youth, individuals with non-binary gender identities, and those with physical and mental disabilities.

RECOMMENDATIONS:

1. Continue recognizing the National Day for Truth and Reconciliation and offering staff educational training seminars. Consider exploring how recreation and parks topics can be explored through future training opportunities.
2. Continue to work with the Accessibility Committee to implement the City's multi-year Accessibility Plan with a focus on public spaces, maintenance, and design of future amenities.
3. Conduct accessibility audits of recreation and parks spaces, identify deficiencies, and work to address deficiencies through maintenance plans where feasible.

IMPLEMENTATION GUIDANCE:

1. Staff training related to awareness of all equity deserving groups, including but not limited to indigenous history and culture, as well as related customer service and sensitivity training.
2. Incorporating or incentivizing traditional indigenous activities and knowledge sharing through recreation programming (including but not limited to activities such as baseball and hockey).
3. Pursuing indigenous design influences for new or enhanced indoor and outdoor infrastructure elements.
4. Conducting accessibility audits of all indoor and outdoor recreation spaces and work to remedy deficiencies.
5. Specific infrastructure development on Tunnel Island related to trails and traditional knowledge sharing in conjunction with Common Ground partners.
6. Support to initiatives of Indigenous and Metis communities that pursue investment in sport and recreation opportunities for their community members via letters of support and sharing of best practices.



PARTNERSHIPS

Partnerships are key to maximizing the benefits of and potential for public investment in recreation and can lead to enhanced benefits in the community. Community-based organizations are often on the front lines of recreation service delivery and there are many strong groups in Kenora that play an important role. Current partnerships with groups such as the Community Clubs, Lake of the Woods Soccer, the Sportsplex, Curling Clubs, and many others, can form the foundation for new or renewed collaborations and initiatives to advance strategic goals and objectives presented in this Master Plan.

As identified through engagement, Kenora's user group stakeholders have been challenged because of the pandemic. Many groups have experienced a decline in participants and revenues, whereas others – particularly outdoor recreation groups – have experienced increased demand on existing infrastructure and organizational capacities. Sport, recreation, and parks spaces are viewed as key to building connections between residents and are being more appreciated for addressing sense of isolation experienced by marginalized, disadvantaged individuals, seniors, and/or those with disabilities. However, most volunteer-based organizations have reported that their groups are fatigued and are in need of support to address deeper sustainability issues related to volunteer retention and recruitment, funding, participation levels, and maintaining affordability for participants and families.

Working with partner organizations to identify opportunities and challenges and build capacity can help to ensure the long-term sustainability and success of these groups. Some community groups feel that the City's approach to providing funding support and subsidies is uneven or inconsistent and many identified that having a dedicated staff member within the City to provide assistance would be of great benefit to help navigate challenges and understand priorities and goals of the City.

For partnerships to be successful, they must be deployed and managed tactfully, and partners must be supported to achieve shared goals and outcomes. City staff must manage partner relationships and there are several 'best practices' that have emerged to ensure these partnerships deliver the greatest value to the City, the community groups, and the community itself:

- Clearly identify the needs and benefits that could be achieved through the partnership, outlining roles and responsibilities for both the City and the community group.
- Identify needed and available supports that can be provided, including grant funding, staff coordination assistance, incentives or subsidies, and so forth.
- Establish performance measures and annual reporting standards so that organizations receiving support from the City provide needed data and information on how service delivery is going, including participant and utilization data.

- Regularly review and renegotiate partnerships when needed and continually work to improve these partnerships.
- Work to bring community groups together to share learnings, build new relationships, improve communications and assist with grant opportunities.

RECOMMENDATIONS:

1. Organize an annual symposium that brings together community groups, non-profits, and other stakeholders to explore topics of shared interest, provide capacity building workshops, and support sector-wide relationship building.
2. Develop standardized partnership agreement forms that outline roles and responsibilities, expectations for data collection and reporting, and basic criteria that outlines how funding or other subsidies are allocated.

IMPLEMENTATION GUIDANCE

1. Continue to leverage partnerships to deliver recreational services and spaces.
2. Access external funding supports (like grants and sponsorships) wherever possible.
3. Create capacity building programs for partners and user groups related to things like strategic planning, quality assurance, fundraising, etc.



MARKETING AND COMMUNICATIONS

Leisure literacy refers to individuals having the knowledge and skills needed to understand and experience leisure activities. Residents can struggle to identify what sort of recreation and parks opportunities are available within their community, whether for leisure or organized activities. User groups, too, can face challenges in articulating what sort of opportunities they provide and why individuals should be interested in participating. Lack of awareness of opportunities for residents and inability to effectively market and communicate for user groups are challenges that municipalities can work to address to 'bridge the gap' between users and opportunities that may exist.

When asked about how informed they feel about parks and recreation opportunities in Kenora, more than one-third of respondents (35%) identified that they feel inadequately informed. Lack of awareness of opportunities was identified by 22% of households as being a barrier as to why they do not participate in parks, recreation, and/or active living opportunities in the City. The top three sources for information that Kenora households look to include social media feeds (39%), the City of Kenora website (37%) and local newspapers and newsletters (37%). User groups would like to see the City improve its efforts to promote groups and opportunities that exist in Kenora, particularly for those that are disadvantaged or living with disabilities. User groups would also like to see additional support from the City in helping them to market and promote themselves. Groups would like to be more involved in sharing feedback and guiding decision-making, as well as to develop greater organizational capacity.

SERVICE DELIVERY PRIORITY AREAS:

1. Create a one-year marketing plan for the Recreation department that includes a social media plan.
2. Focus on key messages associated with the opportunities available as well as the benefits of participation; also focus on financial assistance programs and other participation barrier mitigation.
3. Consider helping community groups share their opportunities.

RECOMMENDATIONS:

1. Create opportunities for user groups to contribute feedback and ideas on an ongoing basis, for example conducting annual surveys or hosting discussion tables.
2. Regularly update City social media channels and website to reflect the latest information on parks and recreation opportunities, volunteer opportunities, and ways to participate in recreation and leisure.
3. Leverage the City of Kenora's communications and recreation departments to assist user groups and other non-profit organizations to promote their activities.

DATA COLLECTION AND ANALYTICS

Recreation and parks service delivery is being transformed by the rise of 'big data'. Historically, the sector has overlooked the importance of data and data collection in decision-making, identifying important trends, and leveraging objective information to advocate for continued investment. The potential for data to inform decision-making within the sector is significant and municipalities are now working to collect data that has been all around us for decades now.

Recreation and parks managers have traditionally relied on observation to understand how and how many people are using amenities, including visitor counts and conducting surveys. While these methods are still valuable and important to use, continuous evaluation and data collection is becoming the norm. Customer feedback surveys, tracking program registration numbers, utilizing Geographic Information Systems (GIS) to map customer locations and municipal assets, and even considering user behaviors and motivations in programming decisions (e.g. psychographics) are now common practices within recreation and parks departments.

With the rise of wearable technologies and the ubiquity of smart devices, users are now more interested in creating and tracking data to achieve fitness and other lifestyle goals than ever before, as well as more willing to share data. Program registration software can be used to collect other demographic information of use to service providers. User groups can be engaged to provide registration data and other data that they may be collecting. There are many opportunities for data and analytics

to be leveraged to enhance decision making and to increase the efficiency and performance of recreation and parks departments.

RECOMMENDATION:

1. Standardize data collection and reporting across the Department and amongst community stakeholders, and expand data collection efforts to understand utilization and user characteristics more accurately.

IMPLEMENTATION GUIDANCE

1. Use data at hand (registration software, community engagement and enquiry, etc.).
2. Gather non-traditional data (wait lists for programs, drop-in user point of origin, etc.).
3. Use leverage with user groups to get better data from them.
4. Consider employing tools to help manage and relate data to performance measurement.
5. Consider data analysis and part of a staff member's job description or duties.

8

IMPLEMENTATION AND MONITORING

Implementation and monitoring of progress are critical to the success of this Master Plan. This section provides guidance on implementing recommendations presented within this Master Plan over the next 10 years. The table below presents all recommendations organized by focus area, estimated timing, potential monitoring indicators, as well as potential funding sources.

[facebook.com/CityofKenora/photos](https://www.facebook.com/CityofKenora/photos)



IMPLEMENTATION: BIG MOVES STRATEGY

Successful Master Plan implementation requires coordinated efforts and action from Council, staff, stakeholders, and the public, as well as requires being proactive in pursuing funding opportunities. While there are many recommendations presented in this Master Plan, an approach for understanding where to start and why involves looking at recommendations through various lenses. Some of these recommendations represent 'Big Moves' for the City in terms of its service delivery approach and capital budgeting, whereas others point more towards future directions the City may wish to explore, and others are focused on achieving operational excellence, which may require smaller-scale changes. The thrust of this Master Plan is optimization and enhancing Kenora's overall recreation and parks offerings.



IMPLEMENTATION: BIG MOVES

Recommendations that are categorized as 'Big Moves' for the City will involve significant changes to optimize the City's recreation and parks offerings, including developing new or affirming existing plans and strategies, or adjusting or reviewing user fees. The table below identifies these 'Big Move' recommendations for indoor, outdoor, parkland and trails, and service delivery, as well as identifies alignment with Master Plan goals and guiding principles, potential implementation timing over the next 10 years, and some potential funding sources.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
INDOOR RECREATION AMENITIES				
Fitness Centre	Renew the walking track at the Thistle Arena.	<ul style="list-style-type: none"> • Reinvestment is supported by responding to prioritized needs. • Participants remain active and engaged in recreational activity. 	S, M	<ul style="list-style-type: none"> • NOHFC Community Enhancement Program granting.
	Take an opportunistic approach to potential expansions of the Fitness Centre in an effort to increase the footprint of the fitness programming.	<ul style="list-style-type: none"> • Residents are physically active. • Accessibility. • Leadership. 	M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Community fundraising efforts and partnerships.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Community Clubs	Continue to evaluate funding and operating support model each term of Council.	<ul style="list-style-type: none"> • Investment responds to prioritized need. • Collaboration. • Viability. • Leadership. 	S	<ul style="list-style-type: none"> • Provincial and Federal grant funding application support. • Council supported. • Community fundraising efforts and partnerships.
Arenas	Maintain the current two stand-alone ice arenas. An additional (third) ice surface is not required.	<ul style="list-style-type: none"> • Reinvestment responds to asset management criteria. • Operational policies and practices demonstrate equity. • External funding sources are leveraged. 	S, M, L	<ul style="list-style-type: none"> • Funding opportunities. • Community fundraising efforts and partnerships.
	Pursue funding that may be available to support facility renewal and opportunities to reduce facility emissions and environmental impacts.	<ul style="list-style-type: none"> • Community-driven sport and recreation programs continue to thrive. • Equity and inclusion. • Accessibility. • Affordability. • Collaboration. 	M	

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
OUTDOOR RECREATION AMENITIES				
Playgrounds	Provide a City-wide serving, fully accessible playground at Norman Park.	<ul style="list-style-type: none"> • Reinvestment and investment responds to prioritized needs. • External funding is leveraged to offset capital costs. • Participants remain active and engaged for life. • Equity and inclusion. • Accessibility. • Affordability. • Viability. • Leadership. 	M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Community fundraising efforts and partnerships. • Development charges. • Municipal Reserves. • Long-term debt financing.
	Prioritize playground enhancement and development in areas where free, quality, play spaces will have the greatest impact.		S, M	
Soccer Fields	Monitor soccer vitality recognizing pressure to the organization.	<ul style="list-style-type: none"> • Community-driven sport and recreation programs continue to thrive. • Viability. • Collaboration. • Leadership. 	S, M	<ul style="list-style-type: none"> • Continue to monitor financial incentives to groups such as soccer and provide support in funding applications as they arise.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Ball Diamonds	In alignment with the recommended service level, renew existing ball diamonds to enhance quality and condition, specifically focusing on improving field drainage and conditions, installing lighting to expand hours of use, and upgrading or developing support amenities such as washrooms.	<ul style="list-style-type: none"> • Community-driven sport and recreation programs continue to thrive. • External funding is leveraged. • Kenora’s fields are a source of community pride. • Viability. • Collaboration. • Leadership. 	S, M	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Community fundraising efforts and partnerships. • Long-term debt financing.
Outdoor Rinks	Continue to support rink enhancements as life cycling drives the need to improve the rink and community club amenities.	<ul style="list-style-type: none"> • Residents are active year-round – inside and outside. • Accessibility. • Affordability. • Collaboration. 	M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Grants. • Community fundraising efforts and partnerships.
Tennis and Pickleball	Pursue renewal of 4 tennis courts at Kenora Recreation Centre.	<ul style="list-style-type: none"> • External funding is leveraged. • Participants remain active and engaged in recreational activity for life. • Teams, volunteers, and facilities are a source of community pride. • Viability. 	S, M	<ul style="list-style-type: none"> • Provincial and Federal grant funding.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Skateboard and Bike Parks	Install seating at the skatepark at Kenora Recreation Centre.	<ul style="list-style-type: none"> Participants remain active and engaged in healthy recreational activity for life. Accessibility. Affordability. 	M	<ul style="list-style-type: none"> Provincial and Federal grant funding. Grants. Community fundraising efforts and partnerships.
PARKLAND AND TRAILS				
Parkland	Recognizing that parks, trails, and beaches are significant civic assets, the City should create a improved and sustained budget allocation for trail, park, and beach infrastructure, including capital, operations, and maintenance (staffing and equipment).	<ul style="list-style-type: none"> Investment and reinvestment responds to prioritized needs. Participants have a deeper connection with nature. People and businesses choose Kenora for quality of life. Equity and inclusion. Accessibility. Affordability. Leadership. 	S, M	<ul style="list-style-type: none"> Provincial and Federal grant funding. Existing funding streams. Community fundraising efforts and partnerships.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Trails	Investigate the development of a Trail Centre at a strategic location within the City's existing and emerging trail network.	<ul style="list-style-type: none"> • Investment and reinvestment responds to prioritized needs. • Participants have a deeper connection with nature. • Participants remain active and engaged in healthy recreational activity for life. • People and businesses choose Kenora for quality of life. • Leadership. 	M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Community fundraising efforts and partnerships.
Parkland Sustainability and Climate Action	Pursue initiatives for reducing environmental impacts of parks operations, including equipment, landscaping techniques, species varietals, fleet electrification, waste diversion and minimizing water consumption.	<ul style="list-style-type: none"> • Operational policies and practices demonstrate equity and aim to accommodate the unique needs of participants. • Participants have a deeper connection with nature and support environmental sustainability initiatives. • Equity and inclusion. • Viability. • Climate Action • Leadership. 	M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
SERVICE DELIVERY				
Public Docks and Boat Launches	Strategically direct the development, use, and management of public docks, boat launches, and marina support infrastructure.	<ul style="list-style-type: none"> Operational policies and practices demonstrate equity and aim to accommodate the unique needs of participants. People and businesses choose Kenora for quality of life. Accessibility. Viability. 	M	<ul style="list-style-type: none"> Existing funding streams. Provincial and Federal grant funding.
Urban Forestry Services	Strategically approach planting selection, design, and maintenance for the City's urban tree canopy, including an inventory of the urban canopy, greening strategies for areas of low tree canopy/greenspace, and identification and mapping of invasive species.	<ul style="list-style-type: none"> Participants have a deeper connection with nature and support environmental sustainability initiatives. Viability. Climate Action. Leadership. 	M	<ul style="list-style-type: none"> Existing funding streams. Provincial and Federal grant funding.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Service Delivery Approach	Adopt the Service Delivery Framework for Recreation and Parks in Kenora as a tool for clarifying the roles of different stakeholders in the delivery of recreation and parks and the role of the City of Kenora’s Recreation and Parks Staff under each of the three identified approaches.	<ul style="list-style-type: none"> • Operational policies and practices demonstrate equity and aim to accommodate the unique needs of participants. • Community-driven sport and recreation programs continue to thrive. • Viability. • Collaboration. • Leadership. 	S	<ul style="list-style-type: none"> • Existing funding streams.
Arenas	Review Ice Allocation and User Fee Policies for indoor ice arenas in the City to ensure equitable access, balance affordability with cost recovery considerations.	<ul style="list-style-type: none"> • Operational policies and practices demonstrate equity. • Community-driven sport and recreation programs continue to thrive. • Equity and inclusion. • Accessibility. • Affordability. • Collaboration. 	S	<ul style="list-style-type: none"> • Existing funding streams.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Sport Tourism and Event Hosting	Collaborate with various sports clubs in Kenora, including pickleball, hockey, and ball groups, to enhance opportunities for sport tourism and tournament hosting.	<ul style="list-style-type: none"> • External funding is leveraged. • Participants remain active and engaged in recreational activity for life. • Teams, volunteers, and facilities are a source of community pride. • Viability. • Collaboration. 	S, M	<ul style="list-style-type: none"> • Existing funding streams.
Recreation Programs and Services	The City should evaluate opportunities to expand programming that is driven by demand for existing programming and in areas that represent low barriers of entry.	<ul style="list-style-type: none"> • Participants remain active and engaged in healthy recreational activity for life. • People and businesses choose Kenora for quality of life. • Equity and inclusion. • Accessibility. • Affordability. • Leadership. 	S, M	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Existing funding streams.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Marketing and Communications	Support user groups with communications, marketing, volunteer recruitment and retention, developing new partnerships, and increase awareness of parks and recreation opportunities that are available.	<ul style="list-style-type: none"> • Operational policies and practices demonstrate equity and aim to accommodate the unique needs of participants. • Community-driven sport and recreation programs continue to thrive. • Participants remain active and engaged in healthy recreational activity. • Collaboration. • Leadership. 	S, M	<ul style="list-style-type: none"> • Existing funding streams. • Provincial and Federal grant funding. • Community fundraising efforts and partnerships.

IMPLEMENTATION: OPERATIONAL EXCELLENCE

Recommendations categorized under 'Operational Excellence' are primarily related to City operational approaches, policies, practices, and may or may not involve capital expenditures to implement. These recommendations tend to be focused on updating existing or developing new policies in response to Master Plan research and engagement findings, maintaining infrastructure to a high standard, and enhancing partnerships. Like the section above, these recommendations are organized into indoor, outdoor, parkland and trails, and service delivery areas.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
INDOOR RECREATION AMENITIES				
Fitness Centre	Replace fitness equipment that is at the end-of-life cycle.	<ul style="list-style-type: none"> • Reinvestment is supported by responding to prioritized needs. • Participants remain active and engaged in recreational activity. • Residents are physically active. • Accessibility. • Leadership. 	M	<ul style="list-style-type: none"> • NOHFC Community Enhancement Program granting. • Community fundraising efforts and partnerships.
	Continue to fund a dedicated fitness equipment reserve account and budget an annual contribution to maintain a quality user experience for members.		S	

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Aquatics	Continue regular maintenance processes for indoor aquatics to maximize the functional lifespan of the Kenora Aquatics Centre. Explore new programming that aligns with the needs and wants of users.	<ul style="list-style-type: none"> • Participants develop fundamental activity skills. • Community-driven sport and recreation programs continue to thrive. • Accessibility. • Viability. 	S, M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Existing funding streams.
Indoor Turf (SportsPlex)	Encourage the SportsPlex to develop an asset management plan to ensure adequate reserves or budget will be available to replace the synthetic turf when replacement is required (typically life of 10-12 years).	<ul style="list-style-type: none"> • Operational policies and practices demonstrate equity and aim to accommodate unique participant and organization needs. • Viability. • Collaboration. • Leadership. 	S	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Grants. • Community fundraising efforts and partnerships.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
OUTDOOR RECREATION AMENITIES				
Playgrounds	Ensure that playground equipment is incorporated in the City's asset management plan and long-term capital forecast.	<ul style="list-style-type: none"> • Reinvestment and investment responds to prioritized needs. • External funding is leveraged to offset capital costs. • Participants remain active and engaged for life. • Equity and inclusion. • Accessibility. • Affordability. • Viability. • Leadership. 	S	<ul style="list-style-type: none"> • Existing funding streams. • Provincial and Federal grant funding. • Community fundraising efforts and partnerships.
Ball Diamonds	Continue to promote and leverage baseball diamonds to support local economic activity and tourism through sport tourism and tournament hosting.	<ul style="list-style-type: none"> • Community-driven sport and recreation programs continue to thrive. • External funding is leveraged. • Kenora's fields are a source of community pride. • Viability. • Collaboration. • Leadership. 	M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Existing funding streams. • Community fundraising efforts and partnerships.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Tennis and Pickleball	Continue to maintain the pickleball courts to a high standard.	<ul style="list-style-type: none"> • Participants remain active and engaged in recreational activity for life. • Teams, volunteers, and facilities are a source of community pride. • Viability. • Collaboration. 	S, M	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Existing funding streams.
Outdoor Fitness Equipment	Continue to maintain existing outdoor fitness equipment at Garrow Park and explore adding new equipment where feasible.	<ul style="list-style-type: none"> • Participants are healthier. • Residents are physically active year-round, inside and out. • Accessibility. • Affordability. • Leadership. 	S	<ul style="list-style-type: none"> • Existing funding streams. • Provincial and Federal grant funding.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Multi-Sport Courts	Continue to maintain the basketball court at the KRC to a high standard.	<ul style="list-style-type: none"> • Equity and inclusion. • Accessibility. • Leadership. 	S, M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Existing funding streams. • Grants. • Community fundraising efforts and partnerships.
PARKLAND AND TRAILS				
Parkland	Adopt and apply Parkland Classification System – As part of an enhanced parkland policy framework within the City’s Official Plan, the City should adopt the proposed Parkland Classification System. This Classification System should be implemented to guide investment in existing parkland and outdoor recreation assets and inform decision-making around the planning, acquisition, and development of new parkland.	<ul style="list-style-type: none"> • Investment and reinvestment responds to prioritized needs. • Participants have a deeper connection with nature. • People and businesses choose Kenora for quality of life. • Equity and inclusion. • Accessibility. • Affordability. • Leadership. 	S, M	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Existing funding streams. • Municipal Reserves. • Development charges.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
	As part of either the current Official Plan Review process or future Official Plan amendments, adopt an enhanced parkland policy framework that addresses parkland use and classification, acquisition, and design.		S, M	
	As part of an expanded parkland policy framework, the City should consider adopting policies around parkland disposition to establish clear criteria and procedures for the possible sale or disposal of public parkland.		S, M	
	As part of the overall policy framework the City should develop a policy to direct the use of funds generated through cash-in-lieu of parkland.		S, M	

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
	As part of the City's updated parkland acquisition policies and regulations – including both the Official Plan and Parkland Dedication By-law – the City should prioritize the acquisition of land for the purposes of developing new neighbourhood-scale parks.		S, M	
Trails	Adopt and apply Trails Classification System - As part of an enhanced parkland policy framework within the City's Official Plan, the City should adopt the proposed Trails Classification System. This Classification System should be implemented to guide level of service delivery for existing and future trail assets to meet community needs and contribute to a diverse and integrated trail network system.	<ul style="list-style-type: none"> • Investment and reinvestment responds to prioritized needs. • Participants have a deeper connection with nature. • Participants remain active and engaged in healthy recreational activity for life. • People and businesses choose Kenora for quality of life. • Equity and inclusion. • Accessibility. • Affordability. • Leadership. 	S	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Existing funding streams.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Urban Forestry Services	Develop budget allocation for managing the City's urban forest including arborist services and use of capital equipment.	<ul style="list-style-type: none"> Participants have a deeper connection with nature and support environmental sustainability initiatives. 	S	<ul style="list-style-type: none"> Existing funding streams. Provincial and Federal grant funding.
	Continue to employ best practices from Urban Forest Program: Tree Establishment Best Practices Manual (completed by Urban Forest Innovations Inc.).	<ul style="list-style-type: none"> Viability. Climate Action. Leadership. 	M, L	
SERVICE DELIVERY				
Fitness Centre	Consider offering member-only programs at satellite facilities in Kenora and outside during the late spring and summer.	<ul style="list-style-type: none"> Participants remain active and engaged in recreational activity. Residents are physically active. Accessibility. 	S	<ul style="list-style-type: none"> Existing funding streams.
Aquatics	The pool is closed for the minimum time it can be to perform proper maintenance.			

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Outdoor Rinks	Work with Community Clubs to explore the potential for more organized outdoor hockey programming.	<ul style="list-style-type: none"> • Residents are active year-round – inside and outside. • Accessibility. • Affordability. • Collaboration. 	S	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Grants. • Community fundraising efforts and partnerships.
Parkland	Explore how park and open space design can be used to help mitigate adverse effects of climate change – i.e., stormwater management, tree canopies for shade and carbon capture, naturalness and low impact design, walkable/bikeable locations.	<ul style="list-style-type: none"> • Participants have a deeper connection with nature. • Equity and inclusion. • Accessibility. • Affordability. • Leadership. • Climate Action. 	S, M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Community fundraising efforts and partnerships.
Parkland Stewardship	Explore opportunities to increase public participation in park and trail stewardship through the use of community agreements, communications and marketing, and financial or in-kind support for community-led stewardship initiatives.	<ul style="list-style-type: none"> • Participants have a deeper connection with nature and support environmental sustainability initiatives. • Climate Action. • Leadership. 	M	<ul style="list-style-type: none"> • Community fundraising efforts and partnerships.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Community Policies	Evaluate a Community Grants Policy as a system for transparently allocating available municipal funding and in-kind support to community organization involved in the delivery of recreation, parks and sport programs, services and projects.	<ul style="list-style-type: none"> • Operational policies and practices demonstrate equity and aim to accommodate the unique needs of participants. • Community-driven sport and recreation programs continue to thrive. • Kenora celebrates together, and often. • Equity and inclusion. • Affordability. • Collaboration. • Leadership. 	S	<ul style="list-style-type: none"> • Increase the level of funding from City. • Existing funding streams.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Equity, Diversity, Inclusion and Reconciliation	Continue recognizing the National Day for Truth and Reconciliation and offering staff educational training seminars. Consider exploring how recreation and parks topics can be explored through future training opportunities.	<ul style="list-style-type: none"> • Participants are healthier – physically, mentally, spiritually, and socially. • Kenora celebrates together, and often. • Equity and inclusion. • Reconciliation. • Accessibility. • Collaboration. • Leadership. 	S, M, L	<ul style="list-style-type: none"> • Existing funding streams.
	Continue to work with the Accessibility Committee to implement the City’s multi-year Accessibility Plan with a focus on public spaces, maintenance, and design of future amenities.		S, M	

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources			
Partnerships	Develop standardized partnership agreement forms that outline roles and responsibilities, expectations for data collection and reporting, and basic criteria that outlines how funding or other subsidies are allocated.	<ul style="list-style-type: none"> Operational policies and practices demonstrate equity and aim to accommodate the unique needs of participants. Community-driven sport and recreation programs continue to thrive. Equity and inclusion. Viability. Collaboration. 	S	<ul style="list-style-type: none"> Existing funding streams. 			
Marketing and Communications	Regularly update City social media channels and website to reflect the latest information on parks and recreation opportunities, volunteer opportunities, and ways to participate in recreation and leisure.	<ul style="list-style-type: none"> Operational policies and practices demonstrate equity and aim to accommodate the unique needs of participants. Community-driven sport and recreation programs continue to thrive. Participants remain active and engaged in healthy recreational activity. Collaboration. Leadership. 	<table border="1"> <tr> <td data-bbox="1409 889 1661 946">S, M</td> </tr> <tr> <td data-bbox="1409 946 1661 1003">S</td> </tr> <tr> <td data-bbox="1409 1003 1661 1432">S</td> </tr> </table>	S, M	S	S	<ul style="list-style-type: none"> Existing funding streams. Provincial and Federal grant funding. Community fundraising efforts and partnerships.
S, M							
S							
S							

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Data Collection and Analytics	Standardize data collection and reporting across the department and expand data collection efforts to understand utilization and user characteristics more accurately.	<ul style="list-style-type: none"> • Investment or reinvestment in facilities and parks is prudent and supported by a business case that responds to prioritized needs. • Viability. • Collaboration. • Leadership. 	S	<ul style="list-style-type: none"> • Existing funding streams.

facebook.com/CityofKenora/photos



IMPLEMENTATION: FUTURE DIRECTIONS

Recommendations that are categorized as 'Future Directions' are mostly focused on longer-term ambitions, goals, or monitoring trends and other data in a proactive manner. These recommendations may be most appropriate to implement in response to emergent funding opportunities or can help the City to proactively identify and respond to opportunities and challenges in the future.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
INDOOR RECREATION AMENITIES				
Fitness Centre	Continue to monitor private sector programming trends and service offerings to maintain competitiveness and quality of City provided fitness programs and services.	<ul style="list-style-type: none"> • Reinvestment is supported by responding to prioritized needs. • Participants remain active and engaged in recreational activity. • Residents are physically active. • Accessibility. • Leadership. 	S, M, L	<ul style="list-style-type: none"> • Existing funding streams.
Gymnasiums	Support indoor adult multi-sport social leagues and related programming for all ages provided at school gymnasias.	<ul style="list-style-type: none"> • Collaboration. • Leadership. 	S, M	<ul style="list-style-type: none"> • Existing funding streams.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
OUTDOOR RECREATION AMENITIES				
Outdoor Rinks	Continue to monitor the impacts of climate change on outdoor rinks by tracking temporary closures or other weather events that reduce operating seasons.	<ul style="list-style-type: none"> • Climate Action. 	M, L	<ul style="list-style-type: none"> • Existing funding streams.
Skateboard and Bike Parks	Evaluate a more permanent park at Portage Bay.	<ul style="list-style-type: none"> • Participants remain active and engaged in healthy recreational activity for life. • Accessibility. • Affordability. 	M, L	<ul style="list-style-type: none"> • Provincial and Federal grant funding. • Community fundraising efforts and partnerships.
SERVICE DELIVERY				
Equity, Diversity, Inclusion and Reconciliation	Consider conducting accessibility audits of recreation and parks spaces, identify deficiencies, and work to address deficiencies through maintenance plans where feasible.	<ul style="list-style-type: none"> • Equity and inclusion. • Reconciliation. • Accessibility. • Collaboration. • Leadership. 	S, M, L	<ul style="list-style-type: none"> • Existing funding streams. • Provincial and Federal grant funding.

Focus Area	Recommendation	Alignment with Goal and Guiding Principles	Estimated Timing (S = 1-3 years) (M = 4-6 years) (L = 7-10 years)	Funding Sources
Partnerships	Evaluate Organizing an annual symposium that brings together community groups, non-profits, and other stakeholders to explore topics of shared interest, provide capacity building workshops, and support sector-wide relationship building.	<ul style="list-style-type: none"> • Operational policies and practices demonstrate equity and aim to accommodate the unique needs of participants. • Community-driven sport and recreation programs continue to thrive. • Equity and inclusion. • Viability. • Collaboration. 	M, L	<ul style="list-style-type: none"> • Existing funding streams. • Provincial and Federal grant funding. • Community fundraising efforts and partnerships.

MONITORING

Increasingly critical to successful funding applications and to evaluate internal organization performance, identifying and monitoring various metrics over the short-, medium-, and long-term will provide the City of Kenora with crucial data needed to evaluate investment success, effectiveness, and demonstrate value to residents and potential funders. The table below presents some potential metrics that could be monitored during Master Plan implementation to evaluate outcomes and successes.

Focus Area	Potential Monitoring Metrics
Indoor Recreation	<ul style="list-style-type: none"> • Fitness equipment reserve fund balance. • Number of fitness machines replaced per year. • Program registration numbers. • Number of new private fitness facilities operating, and types of programs offered. • Prime time ice hours allocation.
Outdoor Recreation	<ul style="list-style-type: none"> • Number of playgrounds under City operation. • New residential developments incorporate playgrounds in design. • Number of ball tournaments hosted. • Number of Community Club facility assessments completed. • Annual investment rates into Community Clubs. • Ball registration / participation numbers. • Ball field utilization data. • Number of events hosted at pickleball courts. • Percentage of outdoor exercise equipment available for year-round use.

Focus Area	Potential Monitoring Metrics
Parkland and Trails	<ul style="list-style-type: none"> • Number of impact assessments conducted. • GHG emission measurements and modeling. • Number of pilot project or partnerships initiated. • Number of water fountains / filling stations installed.
Service Delivery	<ul style="list-style-type: none"> • Ice allocation and user fee policies are updated. • Development of tournament hosting or sport tourism strategy is initiated. • Number of new programs provided or introduced. • Number of new policies adopted. • Grant allocation statistics. • Number of staff participating in training opportunities. • Number of accessibility audits conducted. • Standardized partnership agreement form is developed. • Number of partnership reports received. • Amount of monies paid to support community based recreational programming. • Number of groups, non-profits and other stakeholders engaged. • Number of user groups providing data.

EVALUATING POTENTIAL INVESTMENTS

While this Master Plan presents several recommendations related to investments and infrastructure development, the City of Kenora will need to further evaluate these potential projects – including those that have been identified through this study and those that will emerge over time. For example, projects may be brought forward by external groups, funding opportunities from other levels of government may be made available, and other important needs may emerge over time.

The Prioritization Framework presented in this Master Plan provides a good foundation for evaluating existing amenities and needs and for identifying top priorities for investment. However, the following multi-step evaluation process is recommended for major City investments:

There are many resources that the City can look to access to support capital funding costs and/or land acquisition, including:

- Development Charges (General Tariff of Fees and Charges)
- Municipal Reserves (MR) and existing and proposed Parkland Disposition Reserves
- Grants
- Public Private Partnerships (P3)
- Community fundraising and partnerships
- Inter-Municipal Agreement or Partnership
- Long-term debt financing

STEP 1: IDENTIFY NEEDS

- Is the need identified in the Master Plan?
- Is the project brought forward by an external organization, partner, or other entity that has sufficient supporting rationale (i.e. a business case) or potential funding?
- Is an existing facility at or nearing its end of life?

STEP 2: ASSESS NEEDS

- Does the need align with the goal, outcomes, and guiding principles of the Master Plan?
- Has the supply of the amenity changed over time?
- Have City demographics or population growth changed?
- Do utilization and participation data suggest growth?
- Have new activity trends or user demand trends emerged?

STEP 3: ANALYZE FEASIBILITY

- What are the main program requirements and options? (e.g. main components, support amenities.)
- What are the potential capital and operating costs?
- What impacts will this investment have on existing facilities?
- What geographic location should the investment be made in?
- What partnership and funding opportunities exist?

STEP 4: FINALIZE DECISION AND BEGIN DEVELOPMENT

- Is the project supported by Council and has a decision been made?
- Has the funding and/or partnership model been finalized?
- Is there a business plan?
- Has amenity design been completed?
- Is the project ready to proceed to construction and commissioning?

9

CONCLUSION AND NEXT STEPS

The City of Kenora's Recreation and Parks Master Plan provides a blueprint for the next 10 years of planning and decision making about investments in recreation and parks assets, services, and programs. Insights and recommendations presented are based on extensive community and stakeholder engagement and reflect best practices observed within the recreation and parks sectors.

The next 10 years of decision-making should be characterized by optimizing the places, spaces, and services that our residents access to be active, play, and to be with others doing activities that are critical to their quality of life. There is already an excellent foundation of recreation and parks amenities in the City and there are numerous user groups, sports organizations, and volunteers that work together to provide residents and visitors with access to needed opportunities.

Initial implementation of this Master Plan should begin with Council's adoption and the goal, desired outcomes, and guiding principles presented herein forming the basis for Recreation Departmental business and operations planning. Recommendations identified for the first three-year period of the

Master Plan should be prioritized first, with an eye to medium- and long-term recommendations as well.

It is important that the City remain adaptable and responsive to emergent opportunities, trends, and needs and this Master Plan should be regularly revisited and statements related to the goal, desired outcomes, and guiding principles be reviewed and updated as necessary. Potential investments and initiatives should be evaluated based on whether the need is identified in this Master Plan, remains relevant and well-aligned with the evolving context of the City, is feasible, and is supported by business cases and other supporting documentation when appropriate.

Recreation and parks provide environmental, health, social, cultural, and economic benefits to individuals and communities. Cornerstone to our quality of life and sense of community and belonging, the City of Kenora invests in recreation and parks to provide life-long health and prosperity benefits for our residents. This Master Plan will help to guide future decision making and ensure that investments made benefit all members of the community and affirm Kenora's reputation as a great place to live and visit.

A

APPENDICES

APPENDIX A: FACILITY PRIORITIZATION CRITERIA

Criteria	Description / Relevance	Applied to Step 1	Applied to Step 2
Resident preferences	Resident needs and preferences identified through engagement should be a primary consideration when setting future investment priorities.	X	X
Stakeholder and user group preferences	Facility user groups and local and regional community groups are key delivery agents for programs, events, and other activities. Preferences were identified through engagement and interviews and should also be an important consideration when setting priorities.	X	X
Utilization indicators	If utilization of a facility or amenity is over, nearing, or conversely is underutilized, these data should influence prioritization.	X	X
Participation trends	Broad activity participation trends, while somewhat anecdotal and subjective, are still important to consider when planning for future service level demand and prioritization of investment.	X	X

Criteria	Description / Relevance	Applied to Step 1	Applied to Step 2
Benchmarking	Benchmarking research conducted contrasts how Kenora compares to other communities in the region in the provision of a variety of amenities, providing insights on service levels available elsewhere and areas where Kenora is above, at, or below average.	X	X
Financial accessibility	Inclusion, accessibility, and providing access to affordable programs and amenities is a priority across City departments. This criteria evaluates to what extent an amenity or investment priority is financially accessible to the most residents.		X
Existing provision responsibility	The City manages and is responsible for a recreation and parks asset base worth millions of dollars. This criteria examines historical contexts and responsibilities for existing infrastructure in Kenora		X
Recreation and parks benefits	Where possible and feasible, the City should generally seek to expand the diversity of recreation and parks opportunities in Kenora. The ability to provide amenities identified to contribute to diversity of the City's amenities should also be considered.		X
Capital cost	With every investment decision made, the City must carefully assess how to optimize use of limited capital funds. This criteria considers the magnitude of financial investment required based on estimated replacement value of the amenity.		X
Operating cost	Before advancing with capital investment decisions, the City must also consider the long-term operational cost impacts of bringing new amenities online or enhancing existing facilities.		X
Economic benefit	Recreation and parks infrastructure can attract visitors to the City, increasing generation of non-local spending to the benefit of local businesses.		X
Climate and sustainability considerations	Environmental stewardship and sustainability is important to the City of Kenora. This criteria considers the impacts and benefits of recreation and parks investment may have on the City's commitment to reducing its carbon footprint and protecting the environment.		X

SERVICE NEEDS LEVEL ASSESSMENT FINDINGS

The following tables identify amenity service levels identified across indoor and outdoor amenities in Kenora that are classified as 'enhance'. Amenity service level needs are categorized as 'enhance', 'maintain', or 'reduce' based on the following approach:

Enhance if the amenity scored as 'enhance' in 3 or more of the 5 categories

Reduce if the amenity scored as 'reduce' in 3 or more of the categories

Maintain if the amenity is not scored as either 'enhance' or 'reduce'

INDOOR AMENITIES

Amenity	Resident Preferences	Stakeholder and User Group Preferences	Utilization Indicators	Participation Trends	Anticipated Future Service Level Need
Arenas	Enhance	Enhance	Maintain	Maintain	Maintain
Curling facilities	Reduce	Enhance	Maintain	Maintain	Maintain
Aquatics facilities	Enhance	Enhance	Maintain	Enhance	Maintain
Community halls	Enhance	Maintain	Maintain	Maintain	Maintain
Multi-purpose program rooms	Maintain	Enhance	Maintain	Maintain	Maintain
Walking / running track	Enhance	Maintain	Enhance	Enhance	Maintain
Fitness facilities	Enhance	Enhance	Maintain	Maintain	Maintain
Program / meeting rooms	Maintain	Maintain	Maintain	Maintain	Maintain
Indoor field facilities	Maintain	Enhance	Enhance	Enhance	Maintain
Seniors' centre	Enhance	Maintain	Maintain	Enhance	Enhance
Gymnasiums	Maintain	Enhance	Maintain	Maintain	Maintain
Youth spaces	Enhance	Maintain	Maintain	Enhance	Enhance
Indoor children's play spaces	Enhance	Enhance	Maintain	Enhance	Enhance

OUTDOOR AMENITIES

Amenity	Resident Preferences	Stakeholder and User Group Preferences	Utilization Indicators	Participation Trends	Anticipated Future Service Level Need
ATV Trails	Maintain	Enhance	Maintain	Maintain	Maintain
Ball diamonds	Maintain	Enhance	Enhance	Enhance	Maintain
BBQ / Picnic Areas / Park Shelters	Enhance	Maintain	Maintain	Enhance	Enhance
Beach volleyball courts	Maintain	Maintain	Maintain	Maintain	Maintain
Beaches	Enhance	Enhance	Enhance	Enhance	Maintain
Campgrounds	Enhance	Maintain	Maintain	Enhance	Maintain
Community gardens	Enhance	Maintain	Maintain	Enhance	Enhance
Ski trails - alpine / cross country	Enhance	Enhance	Maintain	Enhance	Maintain
Dog parks	Maintain	Maintain	Maintain	Enhance	Maintain
Fitness equipment	Maintain	Maintain	Maintain	Maintain	Maintain
Festival and community performance spaces	Enhance	Maintain	Maintain	Enhance	Enhance
Paved sport courts	Maintain	Enhance	Maintain	Maintain	Maintain
Playgrounds	Enhance	Enhance	Enhance	Enhance	Enhance
Pump tracks / bike skills parks	Maintain	Maintain	Maintain	Enhance	Maintain
Skate parks	Maintain	Maintain	Maintain	Enhance	Maintain
Skating rinks	Enhance	Enhance	Enhance	Maintain	Enhance
Snowmobile trails	Maintain	Enhance	Maintain	Reduce	Maintain
Snowshoe trails	Maintain	Maintain	Maintain	Maintain	Maintain

Amenity	Resident Preferences	Stakeholder and User Group Preferences	Utilization Indicators	Participation Trends	Anticipated Future Service Level Need
Soccer fields	Enhance	Enhance	Enhance	Maintain	Enhance
Spray parks	Enhance	Maintain	Maintain	Enhance	Maintain
Tennis/pickleball courts	Enhance	Maintain	Enhance	Enhance	Maintain
Track and field venues	Maintain	Enhance	Maintain	Maintain	Maintain
Natural surface trails	Enhance	Enhance	Enhance	Enhance	Maintain
Paved trails	Enhance	Enhance	Enhance	Enhance	Maintain

APPENDIX B: PARK INVENTORY DESCRIPTIONS

Note: The City also owns several areas of land that are currently zoned as Open Space and are largely forested. These areas include Tunnel Island, Mink Bay, and the beach at Black Sturgeon Lake. Though city-owned green spaces, these areas are not included in the parkland inventory, as they do not constitute usable park space as outlined in the Parkland Classification System. However, Tunnel Island and Mink Bay are included in the trails inventory.

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
Garrow Park	Community	Garrow Park is nestled into a tip of forested land along the southern edge of Rabbit Lake. With a background of trees, the park faces out onto the water and offers visitors a scenic place to rest and recreate. The space includes a suite of tennis courts, pickleball courts, swimming docks, an outdoor fitness equipment area, a small beach and play structure, and link to the Rabbit Lake trail system. A set of tiered benches beside the Kenora Rowing Club facility is inset into a berm facing the water for spectators of various rowing and boating activities and competitions.	3.04 ha	<ul style="list-style-type: none"> • Kenora Rowing Club • Spectator seating for rowing events • Pickleball • Play structure • Beach • Outdoor fitness equipment 	<ul style="list-style-type: none"> • Construction of new 9-hole disc golf course with trails underway • Extension of beach area

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
Jaffray Melick Lookout Point	Parkette	The Jaffray Melick Lookout Point sits in a shallow bay on the northern edge of Rabbit Lake, just south of Rabbit Lake Road. The Point offers visitors a shaded, grassy area to rest or picnic while enjoying a view of the water. Tables, benches, shrubs, a floral garden, and a covered gazebo provide elements of comfort.	0.12 ha	<ul style="list-style-type: none"> • Floral garden • Covered gazebo 	
Anicinabe Park	City-wide	As the only campground within City limits, Anicinabe Park is well provisioned with a large, sloped park area, a covered shelter with BBQ grills, a large covered stage for music and dance, beach and waterfront spaces, and winter features such as Crokicurl. While the park has limited neighbourhood connectivity, it draws people from across the region and can accommodate a wide range of recreation activities.	19.11 ha	<ul style="list-style-type: none"> • Covered stage • BBQ pits for public use • Dock and boat launch area • Play structure • Beach • Winter activities such as Crokicurl 	<ul style="list-style-type: none"> • New parking lot areas
Jack Robinson Park	Neighbourhood	Bounded on three sides by major roads, the Jack Robinson Park is a large grassed area with a smattering of trees and a central picnic table.	0.49 ha		<ul style="list-style-type: none"> • Opportunity for Pollinator Patches

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
Old Keewatin Ballpark	Neighbourhood	Old Keewatin Ballpark is situated within a well-established neighbourhood and offers residents of the area a nice park within easy walking distance. A community garden within the park is fenced off to protect from wildlife but is open to all community members via a gate.	0.94 ha	<ul style="list-style-type: none"> • Homerun Community Garden • Play structure • Covered sitting area 	
Keewatin Beach	Neighbourhood	Located off Beach Road in Keewatin neighbourhood, the Keewatin Beach looks out over the Lake of the Woods. The area includes a beach, grassy park space, play structure, washroom and shower facility, and swimming dock. An accessible ramp slopes from the grassy area to the beach but does not to the water.	0.49 ha	<ul style="list-style-type: none"> • Washroom/shower facility • Play structure • Swimming dock • Accessible ramp to park area 	<ul style="list-style-type: none"> • Drainage issues repaired • Extension of beach area • Plan for new accessibility ramp
Norman Park (with Rotary Splash Park)	Community	Offering grassy areas, a long beach, and a play structure under towering pine trees, Norman Park offers visitors a scenic space to play and swim. The park is home to the Rotary Splash Park where kids and families can escape the heat. Nestled within the pines is also a covered picnic shelter with tables and benches directly overlooking the water.	4.59 ha	<ul style="list-style-type: none"> • Beach • Rotary Splash Park • Covered gazebo with picnic tables • Large play structure 	<ul style="list-style-type: none"> • New paving • New sun shade canopy with potential for additional units • Playground upgrade planned for 2022 • Accessibility path to be completed

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
Coney Island Beach and Park	Community	Located on Coney Island, the beach and park here are accessible by a shuttle service. The beach and park are separated by a wood boardwalk lined with a number of small buildings providing visitors with washroom and shower facilities, a canteen and covered picnic area. Accessible by water only with shuttle service available and can be accessed via a foot bridge in the winter.	4.18 ha	<ul style="list-style-type: none"> • Island location • Boardwalk along beach • Washroom/ shower facility • Canteen and covered seating 	<ul style="list-style-type: none"> • New boardwalk and four new accessibility ramps planned for 2022
The Harbourfront	Community Use / Other	The Harbourfront area is located in downtown Kenora. A long wood boardwalk rings Kenora Bay and provides visitors with a scenic view of the water. Along the boardwalk are benches, tables, and public washrooms. A large pavilion close to the water's edge also provides an opportunity for hosting large gatherings for music, art, movies, and other activities.	2.62 ha	<ul style="list-style-type: none"> • Location close to Downtown Kenora • Large, covered pavilion • Boardwalk at water's edge • Stage • Washrooms 	<ul style="list-style-type: none"> • Tree maintenance

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
McLeod Park	Community	At the northwest corner of Kenora Bay along the Trans-Canada Highway, McLeod Park is accessed directly off Lakeview Drive. The small space offers visitors a view of Kenora Bay along a sloped walkway and a shaded place to rest and picnic. The park also offers a glimpse into history with the James McMillan tugboat sitting in dry dock, and Huskie the Muskie.	1.03 ha	<ul style="list-style-type: none"> • Historical/ interpretive elements • Seasonal washrooms 	<ul style="list-style-type: none"> • New paint on tugboat and railings with further interior enhancements planned
Lakeview Lookout	Special Use / Other	The Lakeview Lookout sits along Harborfront and offers drivers a place to pull over and enjoy a view of the water and a grassy spot to rest.	0.09 ha		
Beatty Park	Neighbourhood	Along the Portage Bay waterfront, Beatty Park is separated from the water by a wharf including boat launch and public docking. Rising up a slight slope, the park is dotted with trees and traversable by a series of sloped sidewalks. The top of the park features a covered shelter with picnic tables and a clear view of Portage Bay and the opposite shoreline.	0.26 ha	<ul style="list-style-type: none"> • Covered gazebo with picnic tables • Washrooms 	<ul style="list-style-type: none"> • Walking path improvements

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
Keewatin Rock Holes	Special Use / Other	The Keewatin Rock Holes are an incredible geological feature found within close walking distance to many houses within Keewatin, neighbourhood. Accessible by an elevated wooden walkway, visitors can view the rock holes from the walkway or covered gazebos and benches.	0.30 ha	<ul style="list-style-type: none"> • Rock holes • Walkway and covered viewing platform 	<ul style="list-style-type: none"> • Upgrades to wooden viewing platform
JM Baseball Fields and Kenora Sportsplex	City-wide	At the far eastern edge of Rabbit Lake, a small rectangular park sits between the lake and a large treed area. The park is home to two baseball fields and the Kenora Sportsplex, which includes one full size indoor turf facility and fully-accessible viewing area	2.99 ha		<ul style="list-style-type: none"> • Retrofit to second level to create children's play area
Sunrise Place Park	Neighbourhood	Sunrise Place Park is a small fenced in park area that backs onto the yards of several residences on Sunrise Place. The park has several small trees that offer shade and a noise buffer from the adjacent street, as well as a small play structure.	0.26 ha	<ul style="list-style-type: none"> • Play structure directly adjacent to residences 	

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
Central Park	Neighbourhood	Central Park is nestled within an established neighbourhood and offers park space within easy walking distance of many residences. The site is home to one baseball diamond and two outdoor rinks, with one smaller for tots. A new community club building is being constructed.	0.82 ha	<ul style="list-style-type: none"> • Ball diamond • Outdoor rinks • Community club (2022) 	<ul style="list-style-type: none"> • New community club • New boarded rink
A&W Millennium Park	City-wide	The A&W Millennium Park is home to two sand baseball fields and a fenced off leash dog park. A large parking lot offers easy access to the space for visitors and bleachers at both ball diamonds provide spectators an opportunity to enjoy the sport. The off leash dog park with small and large dog areas is primarily gravel with some grassed areas, as well as obstacles for dogs to play on and around. The park also has benches for it's human visitors.	2.50 ha	<ul style="list-style-type: none"> • Off leash dog park (small and large dog division) • Washroom facility • Trail connection to Mikana Way (Rat Portage Urban Trail) 	<ul style="list-style-type: none"> • Planned installation/ planting of sun shade and trees at dog park
Rotary Peace Park (East & West)	Parkette	Found along First Avenue S in Kenora, the Rotary Peace Park provides visitors with a shaded spot to rest on the grass with a view of the lake. Though small, the park is well maintained, with an accessible sidewalk and several benches.	0.21 ha	<ul style="list-style-type: none"> • Location close to Downtown Kenora • Peace pole 	<ul style="list-style-type: none"> • Granite monument to honour MMIWGT2S

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
Memorial Park	Neighbourhood	Memorial Park is located in downtown Kenora close to the Harbourfront. Nestled between the Lake of the Woods Museum, The Muse, and the Service Ontario office, the park offers visitors a green spot within the streets of downtown.	0.16 ha	<ul style="list-style-type: none"> • Location in Downtown Kenora • War monument 	
Rideout Ice Rink	Neighbourhood	The Rideout Ice Rink hosts one outdoor ice rink next to a small outbuilding for changing, storing equipment, and for community club rentals. In winter the ice is flooded with painted lines.	0.63 ha	<ul style="list-style-type: none"> • Outdoor rink with painted lines for enhanced game play • Permanent building for changing and storing equipment • Event rentals 	
Evergreen Ice Rink	Neighbourhood	The Evergreen Ice Rink hosts two outdoor rinks, one full size and one half size outdoor, next to a small outbuilding for changing and storing equipment. The rinks are flooded over a sandy gravel surface with boards surrounding the ice and high nets at either end to catch stray pucks.	0.89 ha	<ul style="list-style-type: none"> • Permanent building for changing and storing equipment 	

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
Portage Bay Recreation Area	Community	The Portage Bay Recreation Area is home to two baseball fields, tennis courts, and a skatepark. Nestled against Portage Bay, with walking trails, the space offers visitors opportunities to participate in both formal and informal recreation activities.	3.13 ha	<ul style="list-style-type: none"> • Walking trails • Tennis courts • Skatepark • Baseball diamonds • Concession • Washroom facility 	<ul style="list-style-type: none"> • Shrub beds redefined/mulched • Pathway reshaped/material added • Benches refurbished • Walking path lights repaired • Parking lot expanded • Exterior of building painted
Winnipeg River Park	Community	The Winnipeg River Park is located on Darlington Bay, with several kilometres of park space along the waterfront offering visitor many spots for fishing or picnicking near the water.	3.33 ha	<ul style="list-style-type: none"> • Scenic view • Fishing opportunity 	

Park Name	Parks Classification	Description	Size	Noted Features	Capital Investments
Kenora Recreation Centre	Neighbourhood	The Kenora Recreation Centre sits just south of downtown Kenora, at the eastern edge of Rat Portage Bay. The site features several more formal recreation opportunities such as a fully equipped gym, walking track, tennis courts, baseball fields, a basketball court, and a skatepark. The site is also home to the Kenora Recreation Centre building, which hosts a pool with waterslide, an indoor ice rink, and fitness centre.	8.32 ha	<ul style="list-style-type: none"> • Walking track • Fully equipped gym • Fitness programs • Tennis courts • Basketball court • Baseball fields • Skatepark • Full size indoor soccer pitch • Indoor ice rink • Pool with waterslide 	
Pocket Park	Neighbourhood	The Pocket Park is a small park being planned that may include a washroom, central plaza, benches, planting beds and trees.	0.0396 ha	<ul style="list-style-type: none"> • Washrooms • Planting beds • Shade structure 	

