



# Economic Benefits of Rural Recreation and Leisure Services

Rural Recreation Association  
September 2015



**KEEPINGPACE**  
PEOPLE AND COMMUNITIES ENGAGED



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It is understood that the currency of this document may or will shift and change depending on what is happening with the provision of recreation and leisure services and supports throughout the region.

*Funding for this report by*



# Economic Benefits of Rural Recreation and Leisure Services

## Executive Summary

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The Rural Recreation Association (RRA) works to facilitate planning, professional development, communication, and the sharing of resources between individuals and organizations involved in physical activity and recreation that serve Lanark, Leeds and Grenville and surrounding region.

A report on the economic benefits of rural recreation for rural communities was commissioned by the Rural Recreation Association to be used as a resource and tool for champions to communicate with individuals, organizations and decision makers about the 'grounded-in-research' economic benefits of recreation.

A Framework for Recreation in Canada 2015 - Pathways to Wellbeing, is a joint initiative of the Interprovincial Sport and Recreation Council and the Canadian Parks and Recreation Association has redefined recreation as "the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing."

### ***The Facts:***

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Almost 70% of Ontario's municipalities have a population of 10,000 people or less and local governments face growing pressure with respect to encouraging or maintaining quality of life, addressing social issues and ensuring recreation and leisure services and supports remain a fundamental service for all residents, businesses and visitors.

Just as infrastructure and taxes hold a competitive advantage for industrial development, quality of place and lifestyle amenities are competitive advantages to encourage local economic development.

Leisure activities, parks and green spaces are essential to our physical, intellectual social and spiritual wellbeing, to our quality of life, to the environment and our economic sustainability.

Intangible and indirect outcomes of recreation and parks are difficult to quantify using traditional economic performance measures. The challenge has always been to interpret how these services contribute to the public good.

## ***Areas of Focus and Research Found***

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It was determined that the primary areas that are being directly impacted in the rural communities of Lanark, Leeds and Grenville include:

### **1. Capital Infrastructure**

- a. Ontario's sport and recreation infrastructure is in a state of physical decline. The vast majority of publicly owned recreation facilities were built between 1956 and 1980, and are nearing the end of their useful life.
- b. One of the key ingredients to creating healthy active communities are well designed, safe, functional, inviting (recreation and sport) facilities, parks and trails.
- c. Beyond traditional infrastructure, successful economic development also requires social and cultural infrastructure, such as libraries, parks, post offices and community centres, to improve quality of life in rural communities.
- d. In most communities, primary attractions are sports tournaments, festivals, parks, and major recreation facilities operated by park and recreation departments.

### **2. Human Resource Capacity**

- a. Good leadership in a community – leaders with the foresight to make the right decisions – is essential to successful economic development.

- b. Boundary lines that traditionally divide and diminish a community and people from government, corporations, social agencies, ethnic groups, unions, neighborhoods and so on are usually easier to cross in rural communities.
- c. Key partners for recreation include municipal departments and not-for-profit organizations at all levels, and the private sector.
- d. Decision makers need to understand that local government has an understanding of the benefits of ensuring facilitation and coordination of recreation services and fostering a high quality of life for its citizens.
- e. Parks and recreation are one of the few “businesses” in a community likely to bring in “new money”.

### **3. Programs/Services**

- a. 55% of Ontarians rely a great deal on local government and community based, non-profit recreation.
- b. A full 93% of survey respondents agreed that recreation and parks play an important role in knitting communities together and enhancing quality of life.
- c. Government needs to do more to promote population health and healthy lifestyles.
- d. Local government recreation and parks services receive a strong endorsement with more than eight out of ten households reporting use of these services.
- e. Sport can make us healthier; help put our children on a positive life course and equip them to meet future challenges; strengthen our communities by bringing people together and building trust and inclusion; foster economic development by building skills, attracting tourism, and making communities more attractive.

### **4. Outdoor Leisure Recreation**

- a. Outdoor leisure recreation and open spaces are key ingredients to healthy communities, contribute to a high quality of life, and most importantly, attract and sustain businesses and families.



- b. Surveys by the province's Regional Tourism Ontario Region 9, the Great Waterway show 85% of visitors expect authentic experiences with history, nature, on-site, outdoors.
- c. Outdoor enthusiasts are no longer confined by traditional demographics or activity segments. They seek meaningful outdoor experiences in their backyards and in the backcountry.
- d. The other attraction is the low to no cost of using the outdoor amenities as recreation facilities. All people can make use of these natural benefits.
- e. Outdoor recreation is no longer a "nice to have," it is now a "must have" as leaders recognize the undeniable economic, social and health benefits of outdoor recreation.

## Conclusion

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All types of recreation require short and long term investment, either directly or through creative partnering and enhanced community engagement. Stronger partnerships and enhanced communication have been proven to align resources and generate cost savings.

Because population density will not support every community financing recreation facilities that can impact operational and capital budget demands, cooperative agreements between municipalities will continue to be an important strategy to provide maximum access and usage.

Lanark, Leeds and Grenville is a dynamic and prosperous place to live, work and play in harmony with the natural environment; comprised of open space, forests, lakes, rivers, parks and trails. The region's vibrant rural and urban communities, steeped in tradition and rich in history, with enhanced emphasis on recreation and leisure services, will continue to attract people, growth and economic development opportunities to the region.

Decision Makers are encouraged to review the document for more detailed information and research as well as a listing of good practices and direct quotes from locals related to the economic benefits of rural recreation and leisure services.

## Background

Almost 70% of Ontario's municipalities have a population of 10,000 people or less and local governments face growing pressure with respect to encouraging or maintaining quality of life, addressing social issues and ensuring recreation and leisure services and supports remain a fundamental service for all residents, businesses and visitors. Competing needs and conflicting priorities for limited resources is often felt in a reduction of access to the benefits to physical health, social development, community well-being and ultimately economic vibrancy.

The Rural Recreation Association (RRA) works to facilitate planning, professional development, communication, and the sharing of resources between individuals and organizations involved in physical activity and recreation that serve Lanark, Leeds and Grenville and surrounding region.

As a catalyst for further discussion RRA reviewed and considered two documents published by The Healthy Community Partnership of Lanark Leeds & Grenville (HCPLLG). The Community Profile (Appendix A) that was released in the fall of 2010 provided a picture of what was happening in Lanark, Leeds and Grenville in relation to health and quality of life issues.

### Community Profile Highlights

**40.8%** of LGL residents report being 'moderately active' to 'active' based on average daily energy expenditure – this is significantly lower than the provincial average

**Falls** are the leading external cause of emergency department visits for LGL residents' age 0-9 and age 65+

**12.5%** of secondary students in LGL report alcohol use once a week or more in the past 12-months and 18.4% of LGL secondary students report using cannabis 10+ times in the past 12-months

**21.7%** of LGL residents (ages 12+) report 'quite a bit' to 'extreme' life stress and 8.7% of LGL students (grades 7-12) report that they 'seldom/never' feel good about themselves

In March of 2011, following further community consultation, HCPLLG released the Community Picture Document (Appendix B) with more focus on outcomes that included the need for the communities to address overall health and quality of life, including, but not limited to, supporting RRA's goals and focussing on: providing a variety of opportunities for accessible and inclusive physical activity; promoting physical activity as do-able for all.

One of the primary concerns for the RRA was that the needed focus as per these documents was not always being made a priority in the diverse communities throughout the region. As a collaborative group of professionals it is understood and 'grounded-in-research' that recreation and leisure services can help to address the noted areas, but given the different resources, capabilities and capacities of communities they may not be providing the services and programs to do so successfully. RRA determined that they needed to look at these services from a position that everyone will understand and consider; the economic impact viewpoint.

RRA recognizes that economic benefits cannot be the primary driver for service decisions, but believes that recreation should be considered an important contributor to community economic development, especially in these rural communities. Investing in recreation can create jobs, increase and develop tourism opportunities and create communities to not only visit, but to live, work and play in.

A report on the economic benefits of rural recreation for rural communities was commissioned by the RRA to be used as a resource and tool for champions to communicate with individuals, organizations and decision makers about the 'grounded-in-research' economic benefits of recreation.

**The report has been developed based on research from three primary sources:**

- 1. RRA Executive Committee meetings and information sharing** - A number of meetings, primarily informal, to gather and then review information were held throughout February and March of 2015.

2. Key informant Interviews - Meetings were held with a variety of individuals that represent the grassroots of communities from builders, municipal staff, politicians, community health centres and community organizations. Each of these interviews reinforced the value that recreation and leisure services and supports play in building communities. A summary of comments is included as Appendix C.
3. Completed research review - It is clear through the number of resources available that the benefits of recreation is a priority for communities throughout Ontario, Canada, the USA and internationally. A list of resources is included as Appendix D.

**Essentially this report is a tool that will:**

Provide evidence for staff, volunteers and decision makers to ensure they are informed of the economic benefits of recreation and leisure services and supports.

Encourage the RRA to continue to work together to share resources and facilitate planning as a group concerned with physical activity and recreation and leisure service needs.

Encourage individuals, agencies, organizations and communities to work together and continue to provide quality of life pursuits that attract businesses and visitors and help retain residents.



Waterways that course through Lanark Leeds Grenville like the Rideau Canal in Rideau Lakes provide ample opportunities for economic spin-off for municipalities, tourism operators and retailers, as well as encouraging healthy lifestyles and increasing natural outdoor recreation and leisure activities.

## Introduction

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A Framework for Recreation in Canada 2015 - Pathways to Wellbeing, is a joint initiative of the Interprovincial Sport and Recreation Council and the Canadian Parks and Recreation Association and was released as a guide to stimulate coordinated approaches to recreation and related jurisdictions in Canada. Its aim is to improve the wellbeing of individuals, communities, and the built and natural environment.

This document has redefined recreation as “the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.” They also note that “recreational experiences include participation in physical activity and sport, and in artistic, cultural, social and intellectual activities.”

In Ontario (2008), 98% of survey respondents believe that recreation and parks are essential services that benefit the whole community.

- Harper

It needs to be made clear that intangible and indirect outcomes of recreation and parks are difficult to quantify using traditional economic performance measures. The challenge has always been to interpret how these services contribute to the public good. Parks and Recreation Ontario researchers have identified two parallel but dramatically different economic systems that coexist in our communities:

- the market economy and
- the public benefit economy

The market economy measures worth on the basis of monetary return; the public benefit economy measures worth on the basis of contributions to the public good. Public good emphasises accessibility for all, reaches out to groups that could be marginalized and reinforces belief in the universal benefits to the whole community.



The Benefits Catalogue (released in 1997) put together evidence of the personal, social, economic and environmental benefits of recreation and leisure services. The more recently developed National Benefits Hub ([benefitshub.ca](http://benefitshub.ca)) developed by the Alberta Recreation and Parks Association continues to build on this

## **Economic Benefits**

Leisure programs, services, and parks contribute to economic development by attracting business to communities (recreation, sport, arts, culture, outdoor/environmental).

Leisure programs, services, and parks draw tourism and contribute to local economies (recreation, sport, arts, culture, outdoor/environmental).

Recreation, fitness, sport, arts, culture, parks, and open spaces are significant employment generators.

Small investments in recreation, sport, arts, culture, and parks often yield large economic returns from events, capital development, and ongoing services.

Parks and open spaces increase property value and tax revenue on adjacent land, and are often used as marketing features by developers.

Parks and open spaces are excellent storm water retention strategies and less expensive than sewer expansion.

- [Benefitshub.ca](http://Benefitshub.ca)

information and provides compelling new evidence regarding the value and benefits of recreation and parks in Canada. The overall message of the Benefits Hub is "Leisure activities, parks and green spaces are essential to our physical, intellectual social and spiritual wellbeing, to our quality of life, to the environment and our economic sustainability."

Building successful strategies for economic development in rural communities means realizing the numerous ways in which different parts of the economy interact to generate opportunities and stimulate growth. Research shows that Eastern Ontario has a number of major employers, but the majority of business activity is driven by small business operations and entrepreneurs. This has



implications for economic development. Richard Florida explores these implications in a report entitled ***Competing in the Age of Talent: Environment, Amenities and the New Economy***. He argues that amenities and the environment, particularly natural, recreational and lifestyle amenities, are vital to attracting knowledge workers and supporting leading-edge technology firms and industries, in rural as well as urban communities.

As indicated throughout the research, place matters in a creative economy. Millions of people are building the creative economy as they work and live as creative types like artists and scientists always have. Values and tastes, personal relationships, choices of where to live, and even sense and use of time are changing. The creative economy is essentially built on people who create for a living. This “creative class” is found in a variety of fields, from engineering to theater, biotech to education, architecture to small business. Their choices can have a huge economic impact, including whether companies will prosper or fail, and even which cities will thrive or wither.

*Just as infrastructure and taxes hold a competitive advantage for industrial development, quality of place and lifestyle amenities are competitive advantages to encourage local economic development.*

Lanark, Leeds and Grenville have the great outdoors, small town and rural charm and warm people that offer wonderful lifestyle qualities to attract the creative class desires.

## Areas of Focus

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Through local consultation and considerations given to meet the needs of this diverse approach to the economy, it was determined that the primary areas that are being directly impacted in the rural communities of Lanark, Leeds and Grenville include:

- Capital Infrastructure
- Human Resource Capacity
- Programs/Services
- Outdoor Leisure Recreation

Each of these areas have been reviewed and this report shows evidence of their benefits, their importance and the impacts they have on economics, quality of life and public good. As often as possible, the support for these focus areas has been localized.

It is important to note that these areas of focus are not in any priority order. Each community is diverse in the region and the impacts of recreation and economic development are just as diverse. These four focus areas shift as priorities from community to community and are based on the individualized resources and challenges that those communities are faced with.

Included in the report are examples of good practices in rural communities, some local and some otherwise, and are provided to demonstrate possibilities for embracing these focus areas and improving quality of life and economic viability of the Lanark, Leeds and Grenville communities. Many of these examples address more than one of the focus areas and indicate that sharing of resources and working collaboratively is the best way to approach recreation and leisure services as drivers of the economy.

Lastly included in the report is a Call to Action for all community organizations, recreation, service providers, municipalities and decision makers, to ensure they continue to promote the message of the importance of quality physical activity and recreation services.

## **Capital Infrastructure**

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A research summary completed by Parks and Recreation in 2007 indicated that "Ontario's sport and recreation infrastructure is in a state of physical decline. The vast majority of publicly owned recreation facilities were built between 1956 and 1980, and are nearing the end of their useful life." According to a report released by the Alberta Recreation and Parks Association at the same time, one of the key ingredients to creating healthy active communities is "well designed, safe, functional, inviting facilities, parks and trails."

Community sport infrastructure and activities are influential in attracting residents, as well as tourists, to communities. In his ground breaking book, *The Rise of the Creative Class*, Richard



Florida, documents the important role that “just-in-time” community sport and recreation amenities (such as parks, playgrounds, walking and bike paths, and public playing fields) play in making communities attractive to highly mobile knowledge workers, those that feed the creative economy.

He goes on to say that, “Beyond traditional infrastructure, successful economic development also requires social and cultural infrastructure, such as libraries, parks, post offices and community centres, to improve quality of life in rural communities. Although roads and bridges will do much to get people to rural communities, quality of life will ultimately influence their decision to stay.”

Infrastructure is more than just bricks and mortar, it is about...

- Protecting the Natural Environment
  - Building healthy, caring, interactive and creative communities
  - Strengthening the economy through
  - increased tourism and job creation
  - Building healthy minds and healthy bodies
- PRO Research Summary

Traditional facilities are a key to continued quality of life; however the reality is that construction costs, ongoing operational costs and maintenance can be too much for any rural community to handle in their already stretched municipal budgets. The opportunity for grant funding is not consistent and cannot

be the only time that communities consider investing in their capital infrastructure. Throughout many regions the concept of shared facilities is continuing to grow.

John Crompton indicated in the 2010 Executive Summary for Measuring the Economic Impact of Park and Recreation Services that, “Tourism depends on attractions. Rarely do people travel because they enjoy the car or airplane ride or because they want to stay in a particular hotel or dine at a restaurant in a different city. The desire to go to another place is stimulated by attractions.” In most communities, primary attractions are sports tournaments,

festivals, parks, and major recreation facilities operated by park and recreation departments. However, most stakeholders remain unaware of park and recreation departments' role in tourism. He goes one step further to indicate that, "Park and recreation departments frequently are viewed as relatively high-cost centers in cities' annual budgets because operational costs exceed revenues. However, this narrow perspective is incomplete because it fails to recognize that money invested in park and recreation department services does not belong to the city council, rather it belongs to the city's residents." He gives a straight forward example of, "residents in a city who invested \$24 million in a new sports facility will get their money back on this investment in approximately 13 years from income they receive as a consequence of spending by visitors attracted to the community by that facility."

"The Beckwith Recreation Department generates \$1 million in revenue per year. This is equivalent to 33% of the total taxation revenue collected by the Township in one year. This is a ratio that we are very proud of." Stated Reeve Richard Kidd of Beckwith Township.

At the local level it was made clear that builders will consider proposals for areas where there is access to amenities like arenas,



community centres, parks, playgrounds and trails because these are things that buyers, especially families consider requirements for purchasing as they have direct impact on quality of life. A local builder clearly stated that, "an ideal place to consider subdivision building and growth includes access to schools, churches and

shopping amenities (downtown), but without nearby parks, trails and community centres there is no point." They went on to say that, "No recreation, we can't sell lots. No facilities, even a basic playground, means no families. There has to be a balance between perks and parks or no one wants to live there anyways."

## Human Resources

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Research has clearly stated that community leadership and effective economic development go together. “Unless you have good leadership in a community – leaders with the foresight to make the right decisions – you won’t have successful economic development” – Council on Competitiveness.

In my experience, those communities that have worked, over time, to cultivate leaders are most able to do what they need to do to make their communities successful.”

- Jim Higdon, Commissioner,  
Georgia Department of  
Community Affairs

With limited human resources and diminishing capacities as position responsibilities continue to shift it is key to get people talking and working together. Boundary lines that traditionally divide and diminish a community and people from government, corporations, social agencies, ethnic groups, unions, neighborhoods and so on are usually easier to cross in rural communities. If people have had

little experience in talking with one another, much less collaborating is occurring. It has been determined that building healthy communities is much less about structure and more about building relationships.

The Framework for Recreation in Canada (2015) clearly indicates that “Key partners for recreation include municipal departments and not-for-profit organizations at all levels, and the private sector. These include stakeholders in sport, physical activity, health, urban planning, Aboriginal affairs, infrastructure development, rural development, natural resources and conservation, arts and culture, social development, tourism, justice, heritage, child development and active aging.”

The number of Ontario residents who put leisure before work has risen 24% since 1996. Local parks are essential to the good life, and Ontario residents are clueing in.

- Harper

Parks and Recreation Ontario (PRO) encourage communities to recognize that Ontarians value recreation and parks in their communities. Even if groups are working together to build healthy communities, it is more vital than ever that recreation providers work together to avoid duplication of services and ensure the best opportunities. They also need decision makers to understand that local government has an understanding of the benefits of ensuring facilitation and coordination of recreation services and fostering a high quality of life for its citizens.

John Crompton encourages communities to ensure there are always resources available to contribute to the economic vibrancy of communities. He shows that few communities have large-scale commercial tourist attractions and they often rely on parks and recreation to create attractions that will persuade visitors to come to the community and spend money there.

*Crompton proves that parks and recreation are one of the few "businesses" in a community likely to bring in "new money."*

## Programs and Services

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Parks and Recreation Ontario (PRO) in their "Recreation and Parks Essential for Quality of Life" (2009) research found that 55% of Ontarians rely a great deal on local government, community based and non-profit recreation. This finding provides clear evidence of a need for significant investment in community parks and recreation by all levels of government.

A full 93% of survey respondents agreed that recreation and parks play an important role in knitting communities together and enhancing quality of life. Their answers indicate a strong understanding of how recreation and parks are integral to social change and community development.

PRO - Recreation & Parks Essential for Quality of Life (2009)

Health Canada has estimated that for each \$1 invested in physical activity alone, there is a long-term savings of \$11 in health care including fewer nervous system problems, less medication usage, lower anxiety, reduced reliance on subsidized child care, less counselling and reduced usage of food banks (Haldane 2000).

The Drummond Report (2012), which provided recommendations to the government of Ontario on how to reduce the province's debt levels, states that government needs to "do more to promote population health and healthy lifestyles."

Jack Harper, as part of the 2011 National Recreation Summit, showed that "local government recreation and parks services receive a strong endorsement with more than eight out of ten households reporting use of these services. Almost everyone polled in the studies, direct and indirect users alike, indicated that they or their household members receive benefits from recreation and parks services."

True Sport Canada testifies that "the wide array of benefits that community sport can and often does deliver is unparalleled. Sport can make us healthier; help put our children on a positive life course and equip them to meet future challenges; strengthen our communities by bringing people together and building trust and inclusion; foster economic development by building skills, attracting tourism, and making communities more attractive to workers and companies that want to employ them; and provide a platform and leadership in the promotion of environmental sustainability."

**The Conference Board of Canada reports that:**

Canadian households spent \$15.8 billion on sport in 2004, or 2.18 percent of total household spending;

This translates into \$1,963 in sport spending per Canadian household;

Canada's sport sector employs 262,324 Canadians, accounting for 2 percent of all jobs in Canada;

Sport contributes 1.2 percent of our national GDP, a significant increase from 1996 when sport spending accounted for just 0.9 percent of GDP.

The Tennis facility located in Rideau Lakes at the North Crosby Shillington Park has recently shifted management practices to be done by a public body of volunteers that want to continue to have the opportunity to participate in the game.



There is no doubt about the value and importance of services and programs for residents, visitors and businesses of all ages. Active, healthy people mean active and healthy communities, and it is important for communities to continue to offer opportunities that enhance quality of life.

One local politician stated that, "Programs and services play different roles to different people. For some it is a lifestyle, for others a sport, but the key is a balance of opportunity. Working together and saving money with shared agreements and services makes for an easier burden. Residents have access to more opportunities because of shared use agreements. Sharing is the new way of doing business."

*"The Economic Benefits of bringing in Special Tournaments and Events is phenomenal, as it not only shows the local businesses that the Town Council is interested in seeing our local economy grow, but they also help to create return business as events such as these show off the community, and it is hoped that people who attend such Events will come back to visit again." - Glenn Arthur RDMR, Director of Recreation Services, Town of Arnprior, presenter at RRA fall 2013.*



## Outdoor Leisure Recreation

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Cities and towns are tapping into the business of outdoor recreation, and with good reason. They recognize that outdoor leisure recreation and open spaces are key ingredients to healthy communities, contribute to a high quality of life, and most importantly, attract and sustain businesses and families.

A number of studies have documented the importance of local amenities in rural economic development and how these amenities are used to attract tourists. Local characteristics such as a natural environment and cultural and heritage activities are central to rural tourist destinations such as St. Jacobs, Ontario, Prince Edward County, Ontario or Huron County, Ontario.

“The presence of trails, parks and waterways in a municipality encourages people to both be physically active and to reap the benefits of being in nature.... It also draws people to the community, both visitors and new residents, with the associated economic benefit.”

- Medical Officer of Health, Paula Stewart, MD, FRCPC, Key note speaker at Spring RRA event 2013

The Canadian Tourism Commission's research shows one third of all tourists are authentic, cultural and free spirit explorers – those seeking the experiences that the Lanark, Leeds and Grenville region has in abundance. Surveys by the province's Regional Tourism Ontario Region 9 (RTG9), the Great Waterway show 85% of visitors expect authentic experiences with history, nature, on-site, outdoors. These travellers are both self-driven (cars, RVs) and self-propelled (hiking, cycling, paddling, touring) - and all are experience driven. It is important for Lanark, Leeds and Grenville to continue to support the development and nurturing of these important resources.

Rural communities often realize their potential as tourist destinations through the development of local natural resources, culture and heritage (MacDonald and Jolliffe, 2004) and Lanark, Leeds and Grenville will continue to promote their resources.

The core of the outdoor recreation economy is the outdoor consumer. Today's outdoor enthusiasts are no longer confined by



traditional demographics or activity segments. They seek meaningful outdoor experiences in their backyards and in the backcountry. They are all genders, ages, shapes, sizes, ethnicities and income levels. They view outdoor recreation as an essential part of their daily lives and fill their garages with bicycles, dirt bikes, backpacks, boats, skis, tents, hunting rifles and fishing gear. The best part all of them is they can participate at their leisure. They can join others as part of a scheduled activity, or they can make use of the resources when they have the ability to do so. The other attraction is the low to no cost of using the outdoor amenities as recreation facilities. All people can make use of these natural benefits. This is redefining the outdoor industry.

It is no secret that outdoor recreation is a growing and diverse economic super sector that is a vital cornerstone of successful communities that cannot be ignored. Outdoor recreation is no longer a “nice to have,” it is now a “must have” as leaders recognize the undeniable economic, social and health benefits of outdoor recreation.



The Medical Officer of Health, Paula Stewart, MD, FRCPC at the RRA GOGO event in the spring of 2013 reinforced the message by stating that, “The presence of trails, parks and waterways in a municipality encourages people to both be physically active and to reap the benefits of being in nature. As well as enhancing quality of life, this has huge economic benefits for residents of all ages including more creativity and innovation in school and the workplace, less absenteeism, fewer mental and physical health problems, and less use of the health care system. It also draws people to the community, both visitors and new residents, with the associated economic benefit.

The National Capital Commission from the 2008 Capital Pathway Research Project report that ‘Six in ten (60%) CCR residents 16 and older (some 544,000 individuals) used the Capital Pathway in the past 12 months. Visiting users number approximately 67,000. Over the spring and summer 2008 period, local users visited the pathways an average of 57 times, for a total of 31,000,000 visits’ – Spring 2014 RRA event presenter.

## Conclusion

Like all vibrant communities in Ontario, there is a substantial demand for all types of recreation and leisure services in Lanark, Leeds and Grenville. All types of recreation require short and long term investment, either directly or through creative partnering and enhanced community engagement.



The economic benefits of having these services cannot be argued. They are required to keep communities thriving.

There is now a rising worldwide demand that policy be more closely aligned with what really matters to people, as they themselves characterize their

lives. The 2013 World Happiness Report says that more and more world leaders including German Chancellor Angela Merkel, South Korean President Park Geun-hye and British Prime Minister David Cameron, are talking about the importance of well-being as a guide for their nations and the world. Lanark, Leeds and Grenville are doing great things to embrace this concept of well-being and will continue to do so in a collaborative and economically beneficial way.

By seeking out and inviting input from different cohorts the RRA is increasing the ability of municipal leaders to better understand local needs, set priorities, and develop strategies that will drive future progress. Stronger partnerships and enhanced communication have been proven to align resources and generate cost savings.

Lanark, Leeds and Grenville is a dynamic and prosperous place to live, work and play in harmony with the natural environment; comprised of open space, forests, lakes, rivers, parks and trails. The region's vibrant rural and urban communities, steeped in tradition and rich in history, with enhanced emphasis on recreation and leisure services will continue to attract people, growth and economic development opportunities to the region.

## Good Practices

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The Tennis facility located in **Rideau Lakes** at the North Crosby Shillington Park has recently shifted management practices to be done by a public body of volunteers that want to continue to have the opportunity to participate in the game. The Township no longer operates the facility, although they have provided funding for updates and maintenance, and allows the community group to establish policies and run the facility as a public club. They are committed to ensuring affordable and accessible opportunities and recognize ability to pay. Children and youth have access to the courts at no cost.

**The Municipality of North Grenville (NG)** is committed to developing and implementing an integrated network of trails - for community use and enjoyment. Health and fitness benefits of trails are cornerstone to North Grenville becoming a healthy community in which to live, work, play, and visit. This Integrated Community Trails Strategy, generously supported by the Ministry of Health Promotion, proposes policies and a network that:

1. Promotes trail use and the health and fitness benefits of trails;
2. Leverages North Grenville's tourism potential as a cycling and trail destination;
3. Increases trail connectivity and key destinations in a coordinated manner with existing, current and future developments;
4. Facilitates recreational and utilitarian transportation choices, and;
5. Provides an enhanced quality of life for North Grenville's residents.

**Beckwith Township** has recently adopted Official Plan Amendment No. 27 (Appendix E) which had three foci, one of which relates to trails and pathways within the Township. In the past, the Township had received a combination of land and money for the construction of trails within subdivisions as the required parkland dedication (or, in some cases just 5% cash in lieu of parkland) to assist with recreation programming costs elsewhere in the Township. With the passing of OPA No. 27, the Township now considers these features to be part of the infrastructure necessary to support community development and to help integrate the proposed development into the existing community. This is an important change for the Township, as it will require future developers to provide and construct trails/pathways within the subdivisions as part of the required infrastructure and still be required to satisfy the parkland requirement (which is typically 5% cash in lieu of parkland).

**The Township of Rideau Lakes** has shared use agreements (Bylaws 2014-73 & 2014-74 & 2012-1) with neighbouring Townships to ensure their tax payers have access to facilities in order to enhance quality of life as a priority. The Township contributes to the facilities with an annual fee as outlined in the by-laws.

**Algonquin College - Recreation and Leisure Services program** prepares students for entry into the fun, exciting and growing recreation and leisure services industry. The Program Coordinator has been on the executive of the Rural Recreation Association since the association was founded. It is a very beneficial partnership which connects students to a network of recreation and healthcare professionals. Students are also involved in organizing and participating in the annual recreation summit and special events. The link to the rural recreation association enables the recreation program to have a voice in helping to address local community issues. A focus of the program is to provide students with opportunities to explore the needs of communities and engage in community development activities and this partnership is a good practice in delivering on that. Students benefit from over 300 hours of field placement providing them with on-the job training and active experience in the recreation industry.

### **The Township of Leeds and the Thousand Islands (TLTI)**

previously operated a minor baseball league. However, three years ago a group of dedicated community members came together and formed Gananoque/TLTI Little League. Instead of operating a duplicate program, the Township Recreation Department allocated resources to the newly formed group in order to ensure its success. The resources included use of baseball diamonds, operational support, and human resources. The Gananoque/TLTI Little League baseball program has grown in success over the years thanks to collaboration between community members and Township Recreation department. This is an example of how other communities can avoid duplication of services and provide the best local recreation opportunities to residents.

**The Biosphere Trails Council** is this region's Regional Member of the Ontario Trails Council. In collaboration with 40 regional trails owners, government ministries and agencies, trails interest groups and various stakeholders, the Biosphere Trails Council has completed a broad Regional Trails Strategy. The strategy aims to address concerns, needs and issues which will help propel this region to become a trails and experiences destination. This proposal speaks to specific needs identified in the trails strategy; and to business readiness, and capacity to host and service trails users. This project is informed by work with community partners.

In support of current successful Recreation Programs and in recognition of the need to continue municipal efforts to promote a healthy and active community, **Tay Valley Township** deems it appropriate to establish a Recreation Working Group. The Working Group provides advice and recommendations to Council regarding recreation programs, as well as other community initiatives and events that promote a healthy and active community. According to the Terms of Reference (Appendix F) eight (8) members are appointed at the beginning of each Council term by Council with representation from the three township wards where possible.

Local Community Health Centres have identified gaps in services and are partnering with other community groups to address some of those needs.

**The North Lanark Community Health Centre** works with the community to provide Active Healthy Kids twice a week for students from Mapleview and Sacred Heart schools. The two school boards work together to ensure that a non-competitive physically active play time with a healthy snack are made available from final bell until 5:30pm. Run primarily by volunteers, this program is quickly becoming a model for community agencies throughout the region and the plan is to duplicate it as often as possible for sustainability of the program.

The **Haliburton Kawartha Pine Ridge District Health Unit**, through the local Sports Council, has been working with community partners to provide “Join in Northumberland”, a program focussed on ensuring that everyone has access to recreation and that financing is not a barrier. Through the development of toolkits that grassroots organizations can use to assess their own policies and subsidy opportunities, this group has enabled more people to participate in programs and services.

**Rideau Lakes** has all of its youth agencies working together to continue their recognition as a Youth Friendly Community. They are ensuring their youth (ages 13 - 19) have continuous access to a diversity of ‘play’ (play being anything a young person does in his/her free time which could include: sport, recreation, drama, dance, music, the arts, volunteerism, leadership development, service leadership and/or civic engagement). This is a community application that includes all partners and members within the community including libraries, local businesses like bowling alleys or movie theatres, and even community groups like the Scouts and Cadets. Recognition as a Youth Friendly Community shows that the community works together to provide programs and services.

**The Township of Leeds and the Thousand Islands (TLTI)** operates an instruction swim program during the summer months through a pool usage agreement with the Frontenac Arch Biosphere Foundation and Parks Canada. The pool agreement allows the Township to offer swimming programs to residents even though there is not a municipal aquatic facility in the Township. Partners are responsible for the operation of the pool facility and the Township provides resources for operation and provides programming. The



collaboration between the Township and these organizations ensures that essential recreation opportunities can be offered locally.

The Community Art Project was launched in the **City of Brockville** in 2010 in response to numerous graffiti incidents, and in an effort to provide the area's youth with an appropriate and constructive creative outlet. This graffiti eradication and community beautification project was organized by the police service, local schools, RNJ Youth Services (which runs the local court diversion program), the Employment and Education Centre, and community members. Young artists were encouraged to become involved in beautifying a designated wall of the Skate Park at Brockville Memorial Centre with graffiti – something usually discouraged by cities and law enforcement. Guided by professional mentors, the youth turned the arena's east face into a remarkable canvas, filled with the bright colours of different graffiti pieces as well as a mural depicting the various sports hosted at the Memorial Centre. This is a great example of a community group providing programs and services.

Official Plans containing rules and policies that incorporate the need for recreation and leisure services throughout, reinforce the priority that the community considers them. **The Town of Smiths Falls** has taken an alternative approach to Beckwith's and rather than include specific recreation and leisure policies, have incorporated principles throughout the Plan for consideration. Whether a person chooses to live in historical neighbourhoods or along the Rideau Canal with scenic views, open spaces, and natural amenities, or downtown, these Community Design policies support the unique characteristics of each environment. The Plan protects residential areas from incompatible development and promotes a well-functioning and attractive Town, with high quality architecture and landscaping. The entire OP is available at [http://smithsfalls.ca/public\\_docs/documents/Adopted%20Official%20Plan.pdf](http://smithsfalls.ca/public_docs/documents/Adopted%20Official%20Plan.pdf), however a facility related example is Section 5 Quality of Life:

*"Smiths Falls offers a variety of quality neighbourhoods and housing options in various districts representative of a specific era. Recreation opportunities are right at hand, from neighbourhood parks to multi-use trails." The Quality of Life policies promote development of 'complete neighbourhoods' throughout the Town that provide for the daily needs of all residents within close walking or biking distance to their homes. These policies promote creation of vibrant, attractive, interesting, and distinctive places within Growth Areas and within established neighbourhoods.*



**The County of Lanark** has adopted in principle a 10 Year County Roads Paved Shoulder Program. This program is based on the premise that the “patchwork” of attempts to pave some shoulders and not pave others was becoming more difficult to manage and maintain. Staff provided a breakdown of financing and other advantages of a Paved Shoulder Program (Appendix G). Understanding that, though the cycling voice is usually the loudest to requesting and wanting paved shoulders, everyone benefits in the end. Some of the direct taxpayer savings include the elimination of the labour, materials and equipment used for shoulder maintenance and reduced life cycle costs resulting from extending the service life of the road surface.

**The Municipality of North Grenville** will be introducing a skate & helmet lending program on September 1, 2015 at the North Grenville Municipal Centre. This program will allow residents, targeting children and youth, the opportunity to skate during all public skating times by borrowing a pair of skates and a helmet free of charge. The program is intended to support families who don't have the financial resources to participate in public skating. The Municipality is partnering with the Canadian Tire Jumpstart Foundation and the Ontario Sport and Recreation Communities Fund.

**The Township of Leeds and Thousand Islands (TLTI) and The Township of Rideau Lakes** have shared used agreements with neighbouring Townships to ensure their tax payers have access to recreation facilities. Township of Rideau Lakes bylaw 2014-73 and 2014-74 and Township of Leeds and the Thousand Islands bylaw 07-012 and 11-057 were created in order to enhance quality of life as a priority. The Townships contribute to the facilities with an annual fee in the cost sharing agreements as outlined in the by-laws.

## A Call to Action

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Each community in Lanark, Leeds and Grenville is unique and has its own issues and barriers to ensuring recreation and leisure services remain a priority. Communities, organizations and decision makers can consider keeping recreation and leisure services and supports as priorities if they consider adapting, instituting or making a commitment to ensuring action that will reinforce the commitment.

Some examples include:

- Ensure a presence at the Rural Recreation Association table to continue to facilitate planning, professional development, communication, and the sharing of resources between individuals and organizations involved in physical activity and recreation. Require a report back mechanism to keep decision makers informed.
- Invite communities and decision makers to recognize the value of recreation and leisure services as a substantial public asset, and to devote attention and intentional effort to ensuring these benefits are fully realized for all of our communities.
- Develop case studies that profile local entrepreneurs and businesses that have been attracted to communities because of the quality of place and the value given to community and cultural assets by local municipalities.
- Consider whether policies and programs make assumptions about the relative strength or weakness of community economy.
- Consider the impact on the local economy when a policy or decision is made to change a community's infrastructure:
  - acknowledge the benefits of recreation for residents;
  - provide decision making guidelines for priorities.
- Decision makers, staff and community leaders should learn about and be more aware of recreation/leisure services in the community and understand the benefits of the services being provided for residents and/or visitors.

- Make partnering with others – residents, business and community organizations – a direction of the community that embraces eliminating duplication, sharing of resources and building capacity for sustainability.
- Advocate for continued access to recreation by reviewing and considering Parks and Recreation Ontario's Affordable Access to Recreation for Ontarians Policy Framework.
- Consider, review and adopt the Charter for Recreation and Parks in Ontario, as prepared by Parks and Recreation Ontario. This charter supports a community's commitment to ensuring their citizens' right to recreation and parks services is met.
- Take into consideration some of the Good Practice examples and determine if they are transferable to other communities.
- Review, consider and utilize John Crompton's Measuring the Economic Impact of Park and Recreation Services, which is a hands-on guide for professionals so they can do economic impact studies that measure the economic return residents receive on park and recreation department investments.
- Support professional training opportunities and ensure that Staff & Volunteers understand and can address relevant current needs and demands.



The Rural Recreation Association (RRA) works to facilitate planning, professional development, communication, and the sharing of resources between individuals and organizations involved in physical activity and recreation.



As an organization they are committed to working with communities throughout Lanark, Leeds and Grenville to consider and implement innovative ways of keeping recreation and leisure services as a priority.

**They are committed to working with their organization and communities to:**

**1. Communicate with members and partners.**

- Benefits of membership
- New information as discovered

**2. Support professional training opportunities.**

- Staff & Volunteers relevant to current needs and demands

**3. Facilitate the development of new partnerships.**

- Identify who is working with who and if any gaps can be resolved

**4. Create and promote resources that are useful to its members.**

- Information relating to planning, professional development, communication, and the sharing of resources

**5. Be a strong voice in shaping and influencing public policy.**

- As communities begin to advocate and develop policy stand as a united front to support the changes

**6. Improve public awareness of the importance and benefits of recreation and parks in order to enhance the position of parks and recreation on the public agenda in Lanark, Leeds and Grenville.**

**7. Be recognized as an active and valued partner in cross-sectoral collaborations.**

# Economic Benefits of Rural Recreation and Leisure Services

## Appendix A: Healthy Community Partnership Lanark, Leeds & Grenville Community Profile, October 2010

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[http://www.healthyllg.org/\\_resources/reports/HCP%20Community%20Profile%20November%202010.pdf](http://www.healthyllg.org/_resources/reports/HCP%20Community%20Profile%20November%202010.pdf)

## Appendix B: Healthy Community Partnership Lanark, Leeds & Grenville Community Picture, March 2011

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### **Full Report:**

[http://www.healthyllg.org/\\_resources/HCP\\_Community\\_Picture\\_2011.pdf](http://www.healthyllg.org/_resources/HCP_Community_Picture_2011.pdf)

### **Summary:**

[http://www.healthyllg.org/\\_resources/HCP\\_LLG\\_Community\\_Picture\\_Summary.pdf](http://www.healthyllg.org/_resources/HCP_LLG_Community_Picture_Summary.pdf)

# Economic Benefits of Rural Recreation and Leisure Services

## Appendix C: Key Informant Summary

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### Participants in interview discussions include:

|               |                                                            |
|---------------|------------------------------------------------------------|
| Lori Cavanagh | Thomas Cavanagh Construction                               |
| Marty Crapper | Executive Director - Country Roads Community Health Centre |
| Niki McKernan | Town of Smiths Falls – Planner                             |
| Alan Medcalf  | City of Brockville Cycling Committee                       |
| Niall Oddie   | Township of Beckwith – Planning Administrator              |
| Don Ross      | Frontenac Arch Biosphere                                   |
| Kara Symbolic | North Lanark Community Health Centre                       |
| Barb Tobin    | Deputy Mayor – Municipality of North Grenville             |

A standard set of questions was established for specific backgrounds of interviewees and their responses are summarized in the pages that follow.



## Key Informant Interview Questions – Builders

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### **Building projects involved in (Community? Structures? etc.):**

- 40 Subdivisions at various locations throughout LLG
- Main focus area is development and Subdivision Agreements with communities

### *Current Projects (or planned for future):*

### **Recreation/Leisure Services/Supports Provided as part of project (parkland, equipment, trails, bike paths etc.):**

- Always prepared to negotiate with the Municipality – sometimes its park space vs lot #'s, or % of space, or trails.. it depends on individual community practices but we know it is always considered
- Location/Size/terrain – it depends on where development sits parks vs perks, trails through to link other communities

### **What community characteristics help you determine where to build next?**

- It's all about amenities – schools, churches, parks, community centres, downtown

### **Are access to recreation services a factor in determining your next project? If yes – why?**

- Yes for sure – without these services there is no quality of life for potential residents to want to invest in properties in a community

### **If not - why?**

### **Do you believe the municipality should consider Recreation/Leisure Services/Supports when negotiating with builders?**

**Yes No**

### **Explain**

- Municipalities have to be willing to work with us and understand that if we give things up it can be dollars and cents – there has to be a happy balance no parks no lots needed, but not so much contribution that we can't do profitable business too

## **What is the best relationship with builders a municipality should consider? Where is it best to communicate about Recreation/Leisure Services/Supports?**

- Beckwith is a good example of not hiding expectations – they are clearly indicated and always open to discussions – they understand that no recreation means no lots to sell, no facilities no families – we need playgrounds
- Access to health care plays a role too...
- It's a cycle of living and quality of life that has to be all embracing... without it community building decreases

## **Resource documents that reference the value of recreation?**

## **Key Informant Interview Questions - Planners/Development**

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### **Does your community have any written documentation that supports Recreation/Leisure Services/Supports?**

- Yes – policies to support, promote and require them Bylaws, Official Plans and OP Amendments – things like parkland dedication, promotion of trails, standards like cash in lieu of parkland
- Yes – especially since upgrades have been happening – Official Plan – Goals, Holistic Approach
- Parks Master Plan, Pedestrian Linkage Study - Active transportation Rideau Canal – tie new developments - with the new Bill C-73 Development Charges and the Planning Act will impact development as well – Municipalities require accountable plans to know what needs to happen and have a path

### ***Current Projects (or planned for future):***

- One subdivision in Draft approval – 400 units total over 2 phases waiting for first formal application since new changes

**Recreation/Leisure Services/Supports provided as part of project (parkland, equipment, trails, bike paths, signage, gateways etc.):**

- Trails, land plus – not a precise science with the OP Amendments – developers have to be considerate of the recreation needs and provide things like sidewalks if they abut or are adjacent
- Park development – Storm water Ponds as part of trails systems – land plus

**Is there a need for communities to include Recreation/Leisure Services/Supports in written plans and documents?**

- Yes – need to be in OP or as part of a Master Plan vision/ goals/objectives make it easier for a planner to make recommendations to Council, work with developers and follow plans if they exist or are adopted
- Yes – but not the be all and end all – there has to be a grass roots organic buy-in too – champions need to fuel the thought process with constant reminders of the importance of quality of life - events like the Healthy Living Festival are holistic approaches to well being

**Do you champion access to recreation services as a factor for building or attracting business/residents? If yes – why?**

- Rec and Leisure services have to be translated into Quality of Life measures it is not just about filling the Hershey Plants anymore – we have to be able to promote quality of life to market and solicit companies and opportunities
- Definitely brought up in pre-consults with developers not in great detail to start with except to promote what is potential consideration and make them aware of OP – all prior to agreements they have to understand connectivity and if I can promote connecting the trails I do

**If not - why?**

## **What is the most important message decision makers should receive about the value of Recreation/Leisure Services/ Supports for economic growth?**

- It's not just about taxes or infrastructure and building stocks. Even new companies are thinking of employees, families and their corporate image. They want to be in communities that promote wellbeing and have quality of life.
- Take into consideration healthy and active communities quality of life – 95% residential growth is being experienced in communities that consider resident wants and needs – communities that are out walking, moving have many benefits because of trails and parkland – the real estate market can broaden the tax base – but only if people are attracted to the community

## **Resource documents that reference the value of recreation?**

## **Key Informant Interview Questions - Outdoor Recreation**

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### **How important are passive Recreation/Leisure Services/ Supports to the economics of a community?**

- Massive - # of outdoor recreation opportunities are the backbone of tourism
- Research shows that essential attractors to any city or town are the outdoor pursuits. It is important to locate the talent (creative economy) and evolve lifestyle choices around the wants and desires of the talent. What are people's interests and is it already available and how can we make them happen (walk/cycle/move/trails)

## *Current Projects (or planned for future) that will impact economics and how?*

- Trails Strategy - 5000 sq. km in Frontenac, King, Leeds, Grenville and Lanark – 40 organizations that serve as a Trails Council – no one owns them – they just do logical networking to have them work together
- FrontenacArchBiosphere.ca – mapping – 100 trails are mapped and described including paddling, hiking, cycling, heritage walks, nature trails etc.
- Cycling – active transportation and cycle tourism promotion – active with the Brockville Cycling Advisory Committee which is a direct report Committee of Council.

## **Recreation/Leisure Services/Supports provided as part of project (parkland, equipment, trails, bike paths, signage, gateways etc.):**

- All projects are directly related to supporting quality opportunities in the community

## **Is there a need for communities to include access to or prioritization of Recreation/Leisure Services/Supports in written plans and documents?**

- Municipalities are faced with a challenge because rarely does a trail begin and end within the boundaries they have to partner with the trails community and consider regional approach they are not alone. Communities like Frontenac who adopted paved shoulders for cycling tourism need their neighbouring partners to consider the same so the routes continue. Staff from the municipalities need plans or policies that allow them to be part of the discussion
- Active Transportation Planning – Cycling or Pedestrian Plans – Renfrew and North Grenville have Trails Plans. Not expected in rural communities is Lanark County's paved shoulder program. If not part of policy and decision making it does not remain a priority

**Do you champion access to recreation services as a factor for building or attracting business/residents/visitors to your community?**

**If yes – why?**

- Grassroots approach – strong because of depth of experiences – drives Community Horsepower The region is one of 3 best in province for outdoor experiences
- Economic data shows we all have to champion – we are not competing if we are not championing Real Estate closer to trails increases real estate values – increases tax base

**If not - why?**

**What is the most important message decision makers should receive about the value of Recreation/Leisure Services/ Supports for economic growth?**

- The collaborative approach has to be invested in. There is always some \$\$ or other resources somewhere and if the resources get worked together great things can happen..
- The smartest thing is Asset Based Community Development - let's take what we have and are good at and make the most of it
- There are hundreds of case examples where tourism is based on lifestyle attractions – development should not be a tax/ budget concern, the political will and the argument should be focused on economic pay back

**Resource documents that reference the value of recreation?**

- RTO9 Survey Fabexperiences.ca
- Canadian Tourism Association – cultural and authentic scenery  
Share the Road – Active transportation advocates
- Ontario by Bike



## Key Informant Interview Questions Community Health

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### **How important are Recreation/Leisure Services/Supports to the economics of a community?**

- Rural people will move for infrastructure – if they have kids who play hockey they decide whether to drive or to locate closer to an arena – the attractor factors to communities are what drive the economics – access to health services is often a factor
- Addressing the Social Determinants of health – good outcomes = developed quality of life
- Hugely important – events and services for all ages, community halls, youth centres etc. Bring people together to encourage a cost deferral away from the health care system

### **Is there a direct correlation between the promotion of good health of a community and the attraction factors for business/residents/visitors?**

- Activities are about health and social networking – bringing people together and giving them connectedness within their community makes people want to live there – fitness is a plus
- Hear about it all the time – clients and participants want to be in communities where they can come together and are more likely to live closer to where services are offered

### **Do you champion access to recreation services as a factor for building community... If yes – why?**

- A big focus – need to facilitate the functions of health and ensure everyone has access – often address transportation and services – especially for youth in the summer and for walking and seniors in the winter
- Work with community groups like the Tay Valley Township Working Group and continue to advocate for free no barrier

fitness programs for residents in the community halls – there is a need to keep these services going in order to keep the community together

### **If not - why?**

### **What is the most important message decision makers should receive about the value of Recreation/Leisure Services/ Supports for economic growth?**

- Need to recognize community capabilities to deliver services. It is not always their responsibility and many community groups do it well in affordable and accessible ways. Continue to think outside the box and don't always go to privatization or exclusivity that can be developed in business ventures. The tennis courts in Rideau Lakes are a great example of allowing community members to continue to provide a service and that relationship benefits the entire community
- Doctors are what cost money so do all we can to provide services that don't need doctors – be preventative.
- Rural residents often live off the beaten path and recognize that it takes a tank to get a tank of gas – they are used to going “out” to get services. There is a lot of value in the sense of belonging, inclusion and connected, feeling like part of something. The closer to home the better.

### **Resource documents that reference the value of recreation?**

- Rural transportation Network – Quantitative Information related to who has resources and what people have to do to access them
- Canadian Index of Well-being
- Healthy Active Kids Program success – 2x per week noncompetitive physically active play and snacks.

## Key Informant Interview Questions - Politicians

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**Do you champion access to recreation services as a factor for building community or attracting business/residents/visitors?**

**If yes – why?**

- Services are a key component of Municipality – Lifestyle choices are key and there needs to be a balance of opportunities

**If not - why?**

**Does your community have any written documentation that supports Recreation/Leisure Services/Supports?**

- Trails Strategy
- Master Plan for Riverside Park Recreation Services Master Plan Official Plan review
- Staff and CAO are required to refer to community strategies in reports and recommendations

**Current Projects (or planned for future) that could impact community economics:**

- Trails Strategy – Riverside Development – moved forward with development because condo development had needs too
- – Working together to create more places to live balanced with services – builder is aware of new things and commitment to services (Golf Course)

**Does your community have a shared use of services agreement with other community (ies) that you are aware of? Would you support such a plan if presented?**

- Have been presented with shared use of space concept – need funds to keep pool open and shared service agreement may be solution. They can help save money as opposed to spend money

**Is there a need for communities to include Recreation/Leisure Services/Supports in written plans and documents?**

- Yes – gives direction to everyone involved and prepares community for growth

**What is the most important message decision makers need to hear about the value of Recreation/Leisure**

- Is your package together – Community Plan/Strategies Builders want to see the links and the plan for development
- Know the clientele and be ready for them – have others prepared to take over the strategy

# Economic Benefits of Rural Recreation and Leisure Services

## Appendix D: Resource and Reference List

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### ***A Framework for Recreation in Canada 2015 – Pathways to Wellbeing***

Interprovincial Sport and Recreation Council & Canadian Parks and Recreation Association, February 2015

### ***A Recognized Voice Providing Leadership for a Strong and Vibrant Rural Ontario***

Rob Black, Chief Executive Officer, Rural Ontario Institute  
April 9, 2010

### ***Canada's Creative Corridor - Connecting Creative Urban & Rural Economies within Eastern Ontario & the Mega Region***

Capitalizing on Creative Industries Growth and Wealth Creation for Eastern Ontario, Martin Prosperity Institute

### ***Canadian Index of Wellbeing. How are Canadians Really Doing?***

The 2012 CIW Report. Waterloo, ON: Canadian Index of Wellbeing and University of Waterloo

### ***Collaborate. Leading Regional Innovation Clusters***

The Council on Competitiveness, 2010

### ***Commission on the Reform of Ontario's Public Services***

Don Drummond, Chair 2012

### ***Competing in the Age of Talent***

Richard Florida, 2002

***Creativity, Tourism, Economic Development in a Rural Context: the Case of Prince Edward County***

Martin Prosperity Research, May 2010

***Cultural Rural Tourism: Evidence from Canada***

Roberta MacDonald and Lee Jolliffe, 2003

***Culture and Recreation: Links to Well-Being***

Sherri Torjman April 2004, The Caledon Institute of Social Policy

***Eastern Ontario's Economic Development Strategy***

Miller Dickinson Blais, February 2014

***Economic Value: Active Transportation and Your Health***

Healthy Living Niagara, 2014

***Healthy Rural Communities Tool Kit - A Guide for Rural Municipalities***

A Locally Driven Collaborative Project funded by Public Health Ontario

***Investing in Healthy and Active Ontarians through Recreation and Parks Infrastructure***

Summary prepared by Parks and Recreation Ontario, 2007

***Leadership and Capacity Building in Rural Ontario***

Alicia Evans, Project Manager, Leadership Programs Rural Ontario Institute

***Measuring the Economic Impact of Park and Recreation Services***

John L. Crompton, National Recreation and Parks Association ~ Research Series, 2010

***Executive Summary***

***National Benefits Hub***

The Alberta Recreation and Parks Association continues to put together evidence of the personal, social, economic and environmental benefits of recreation and leisure services in Canada.

***Outdoor Recreation Economy - Take it Outside for American Jobs and a Strong Economy***

Outdoor Industry Association, 2012

***Play as an Economic Development Priority for Youth -  
Attraction and Retention in Rural Ontario***

Brenda Whitehead, January 2013

***Public Perceptions of and Attitudes Towards Community  
Recreation and Parks Services***

In Canada, Recreation and Parks Matter Jack Harper, 2011 National  
Recreation Summit

***Recreation and Parks Essential for Quality of Life - Use and  
Benefits of Local Government***

Parks and Recreation Ontario, 2009

***Rural Matters! Rural, Remote and Northern Issues at FCM***

Councillor David Alexander, City of Welland, ON April 2010

***Rural Ottawa Study Tourism***

City of Ottawa, Anne Robinson, 2002

***Rural-Urban Partnerships – An Integrated Approach to  
Economic Development***

OECD, 2013

***The Conference Board of Canada ...***

***The World Happiness Report***

John F. Hellwell, Richard Layard and Jeffrey D. Sachs, 2013

***Wake-Up Call: The National Vision and Voice We Need for  
Rural Canada***

The Federal Role in Rural Sustainability- Federation of Canadian  
Municipalities Susan Irwin, Policy Advisor, May 2009

***What Makes it Rural?***

The Ontario Rural Council

***What Sport Can Do: The True Sport Report***

Canadian Centre for Ethics in Sport, September 2008

If you are having difficulty finding any of the above resources,  
please contact [RRA@healthunit.org](mailto:RRA@healthunit.org)



# Economic Benefits of Rural Recreation and Leisure Services

## Appendix E: Beckwith Township Official Plan Amendment No. 27

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# THE CORPORATION OF THE TOWNSHIP OF BECKWITH

## BY-LAW NO. 2014 - 23

### OFFICIAL PLAN AMENDMENT NO. 27

The Council of the Corporation of the Township of Beckwith, in accordance with the provisions of the Planning Act, R.S.O. 1990, Chapter P. 13, as amended, hereby enacts as follows:

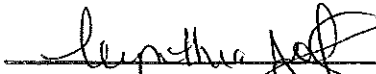
1. Amendment No. 27 to the Official Plan of the Township of Beckwith, consisting of the attached text is hereby adopted.
2. That the Clerk is hereby authorized and directed to make application to the County of Lanark for approval of the aforementioned Amendment No. 27 to the Official Plan for the Township of Beckwith.
3. This By-law shall come into force and effect on the day of final passing thereof.

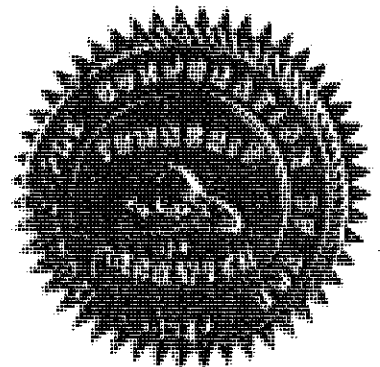
ENACTED AND PASSED THIS 8<sup>th</sup> day of July, 2014.

  
Richard Kidd, Reeve

  
Cynthia Moyle, Clerk

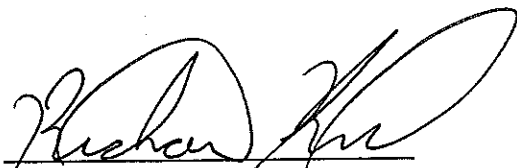
I HEREBY CERTIFY THIS TO BE A TRUE COPY  
THIS 15<sup>th</sup> DAY OF July, 2014.

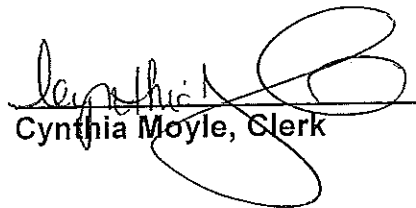
  
CYNTHIA MOYLE  
Clerk  
Township of Beckwith



**AMENDMENT NO. 27**  
**TO THE OFFICIAL PLAN**  
**OF THE TOWNSHIP OF BECKWITH**

This amendment was adopted by the Corporation of the Township of Beckwith by By-Law No. 2014 - 23 in accordance with the Planning Act, R.S.O. 1990, Chapter P. 13, as amended, on the 8<sup>th</sup> day of July, 2014.

  
Richard Kidd, Reeve

  
Cynthia Moyle, Clerk

PART A - THE PREAMBLE contains an explanation of the purpose and basis for the amendment, as well as the lands affected, but does not constitute part of this amendment.

PART B - THE AMENDMENT consisting of the following schedule changes constitute Amendment No. 26 to the Official Plan of the Township of Beckwith.

PART C - THE APPENDICES attached hereto do not constitute a part of this amendment. These appendices include the public involvement associated with this amendment.

## **PART A - THE PREAMBLE**

### **PURPOSE**

The purpose of this proposed amendment is to revise existing policies relating to infill severances and to insert new policies relating to average lot sizes within plans of subdivision and provision of pathways within plans of subdivision.

### **LOCATION**

The proposed amendment provides general updates to the official plan and as such, is not directed towards any one particular property. The portion of the amendment relating to infill severances is limited to those portions of the Township considered as Community Development Areas. The portion of the amendment relating to plans of subdivision applies to all lands that qualify for subdivision applications.

### **BASIS**

There are three components to the proposed official plan amendment. The basis for the amendment is discussed below, as it relates to each of the three components.

#### **1. Pathways as Infrastructure in Subdivisions**

The Township of Beckwith has experienced significant residential growth in the past number of years, especially with the recent upgrades to Highway 7 improving workplace commutes into the National Capital Region. New subdivision applications and new housing starts have increased over the years and show no signs of receding.

The Township is committed to providing residents with opportunities for a healthy and active lifestyle and has devoted significant resources to acquiring an ice pad, playing fields and developing a substantial trail network that links the Black's Corners, Queensway West and Ashton Station communities. Wherever possible, the Township integrates new subdivision applications into the trail network to further expansion efforts and to promote a healthy active lifestyle for current and future residents of the Township.

The Township has traditionally utilized Section 51.1 of the *Planning Act* to acquire trails through parkland dedication within plans of subdivision. The Township notes that S. 51.1 permits municipalities to acquire land for recreational purposes. The Township recognizes that trails and pathways are different than parks, as they also:

- Foster a sense of community by connecting adjacent subdivisions and encouraging interaction of residents within the various subdivisions;
- Support the local economy by providing residents with active transportation routes into downtown Carleton Place and local restaurants and businesses in the Township of Beckwith;
- Encourage healthy and active living by providing routes and loops through adjacent subdivisions that allow residents to select an exercise route of an appropriate distance;

- Provide active transportation options for children attending the Beckwith Public School;
- Promote recreational opportunities by linking residential areas with the Beckwith Recreation Complex and Beckwith Park; and
- Enhance pedestrian safety by minimizing conflicts between motorized and non-motorized travel.

As these trails provide benefits to the community reaching beyond recreational opportunities, the Township of Beckwith recognizes that these trails are not the same as parks and the Planning Act provides for dedication of pathways the same as for roads (Section 51 (25)). The Township believes that a new policy direction to consider trails within plans of subdivisions as infrastructure, rather than parkland, would be in line with the Planning Act and the existing Official Plan objective to improve the quality of life for residents within the Township.

Furthermore, the Township believes this proposed amendment is supported by the County of Lanark's *Sustainable Communities Official Plan*. Specifically, section 4.2.1 regards local infrastructure planning and states:

"The Plan further recognizes and supports on-going efforts to resolve local infrastructure problems. Continued efforts to find solutions to local infrastructure problems by local municipalities are considered to be appropriate and in conformity with the policies of the County Official Plan".

Moreover, the Township believes this proposed amendment would also conform to the County of Lanark's *Integrated Community Sustainability Plan*, specifically:

- Theme 5: Infrastructure and Quality of Life
  - Objective 5.1: Support the development of infrastructure to support safe walking and cycling; and
  - Objective 5.4: Work collaboratively with other municipal, provincial, federal and private partners to focus strategically on infrastructure investments.
- Theme 16: Transportation
  - Objective 16.1: Encourage efforts to decrease the use of single occupancy motor vehicles and reduce motor vehicle trips.
- Theme 17: Healthy Communities
  - Objective 17.1: Support efforts to increase physical activity by all residents by providing access to excellent programs and facilities; and
  - Objective 17.6: Support efforts to provide public spaces and green spaces that are clean, secure and physically accessible for residents to meet and congregate.

Trails and pathways within subdivisions were previously constructed through parkland requirements. The multiple benefits provided by trails and pathways were discussed earlier. The proposed amendment to the Township's Official Plan would update how the Township receives these features through future plan of subdivision applications, as the future developer would be required to construct these features as part of the necessary subdivision infrastructure.

## **2. Infill Severances**

The Township of Beckwith recognized that there was a need to create specific policies to guide and regulate infill severance proposals. The current policies were implemented in September, 2012 through Official Plan Amendment No. 25. The Township's intent in creating the current policies was to allow infill severances in appropriate situations, while being strict enough to avoid unwarranted use of the policies by situations that were not considered to be infilling. In the approximately 18 months since the infill severance policies have been in place, there have been few severance proposals that have been able to comply with the relatively strict requirements.

As such, the Township wishes to revise the current infill severance policies in an attempt to promote a greater degree of intensification and redevelopment within the Community Development Areas. The proposed modifications would still require applications to satisfy a number of requirements to ensure the severance is appropriate.

The proposed amendment appears to be consistent with several portions of the recently updated Provincial Policy Statement (PPS) (2014). Section 1.1.3 regards Settlement Areas and contains several mentions to promoting intensification and redevelopment. These policies encourage municipalities to identify locations where intensification and redevelopment are appropriate (1.1.3.3) and to develop standards to facilitate intensification and redevelopment (1.1.3.4). The proposed modifications to the current infill severance policies serve to satisfy these requirements.

The County of Lanark Sustainable Communities Official Plan makes several references to infill development. These policies seek to promote appropriate intensification of existing areas by considering servicing capacity and existing surrounding development in terms of scale and physical character of the community. The SCOP policies also note the benefits of infill development and the potential to contribute to affordable housing in the County. The proposed modifications encourage infill lots to be consistent with surrounding parcel fabric to help ensure new development blends into the surrounding community.

## **3. Average Lot Sizes in Subdivisions**

The Planning Committee requested Staff to review lot sizes within plans of subdivision and requested an amendment be drafted that would ensure lots within plans of subdivision maintain an average area of 0.6 hectares (1.5 acres). While this may initially be viewed as an inefficient use of land, the whole picture must be taken into perspective. The Township considers the following to be benefits of slightly larger lot sizes in subdivisions:



- a. The natural landscape plays an important role in shaping rural communities. While all development has an impact on the natural environment, the extent of the impact can be mitigated. In order to construct a dwelling, install a septic system and provide a driveway and amenity space, an amount of the natural environment needs to be disturbed. The area of this disturbance remains relatively consistent to accommodate development on a 1 acre lot versus a 1.5 acre lot; this results in a greater amount of undisturbed space on the 1.5 acre lot. By requiring slightly larger lot sizes, the Township would be helping to ensure that the cumulative impacts of development on the natural environment are reduced. This retains a greater amount of habitat for flora and fauna, provides privacy for residents and helps to retain the natural landscape and rural character of the Township.
- b. By requiring an average, rather than minimum, lot size of 1.5 acres, the Township is encouraging developers to provide lots in a variety of sizes. The average of 1.5 acres means that some lots may be the minimum of 1 acre, where other lots may be 2 acres or more. This variety of lot sizes provides developers with a degree of flexibility when designing the subdivisions and makes it easier to incorporate natural features into the subdivision. Furthermore, the variety of lot sizes will result in a variety of prices for the lots; the smaller lots will be less expensive than the larger lots. The resulting variety of lots will serve to ensure the Township remains attractive for a variety of residents by providing a range of building lots.
- c. Each subdivision application is required to be supported by hydrogeological information that demonstrates the land can accommodate the proposed number of lots on private servicing. An average lot size of 1.5 acres reduces the overall density of development and reduces the impact of private servicing systems on the natural environment. The requirement for a larger average lot size compliments the science contained within the hydrogeological reports and will help to ensure that private servicing remains appropriate for long-term use and to reduce the cumulative of development in settlement areas.

Section 3.3.4.7 of the County of Lanark Sustainable Communities Official Plan regards minimum lot sizes in rural areas. This policy indicates that local municipalities are responsible for determining minimum lot sizes through their local zoning by-laws. This policy also indicates that local municipalities may require larger lot sizes to accommodate private servicing and to maintain the character of a community. The Township feels that the proposed official plan amendment is consistent with section 3.3.4.7 of the County of Lanark SCOP.

## **PART B - THE AMENDMENT**

All of this part of the document entitled Part B - The Amendment, which consists of the following text changes, constitutes Amendment No. 27 to the Official Plan of the Township of Beckwith.

## **DETAILS OF THE AMENDMENT**

The Official Plan of the Township of Beckwith is amended as follows:

1. Section 4.5.1 (iv) is hereby amended by inserting the following after the last paragraph:

"In addition to roads, Council will require trails and pathways, where appropriate, to be dedicated and constructed, at the cost of the developer, in conjunction with the development. Trails and pathways will be considered as part of the infrastructure necessary to support the proposed subdivision. Trails and pathways are an integral part of integrating the proposed subdivision into the adjacent lands and existing community.

The feasibility of incorporating trails and pathways into proposed plans of subdivision will be assessed on the basis of the following principles:

- 1) the development of a continuous route system within and between developments;
- 2) the potential linkages that could be provided between major activity areas to encourage usage;
- 3) development of a pathway system to encourage active recreation and a healthy community; and
- 4) its design in regard to public safety, emergency access and maintenance requirements.

Developers are to conform to the construction standards for trails and pathways as established by Council."

2. Section 4.15 is hereby amended by deleting text starting at line 11 to the end of the paragraph:

"Trails and pathways will be encouraged to be developed in conjunction with proposed plans of subdivision. The feasibility of incorporating trails and pathways into proposed plans of subdivision will be assessed on the basis of the following principles:

- 1) the continuity of the route system within and between developments;
- 2) the potential linkages that could be provided between major activity areas to encourage usage;
- 3) the minimization of conflicts between motorized and non-motorized travel; and
- 4) its design in regard to public safety, emergency access and maintenance requirements."

3. Section 4.20 is hereby amended by inserting the following after the end of the second paragraph:

"It is also Council's intent to obtain trails and pathways wherever appropriate to assist with the implementation of Section 4.5 (iv).

4. Section 4.5 5) is hereby amended by:

- a. Deleting the word 'development' in clause (b) and replacing it with 'infill lot';
- b. Deleting clause (c) and replacing it with "(c) the proposed infill lot shall occupy the road frontage between two existing residential lots that are located on the same side of a public road. The distance between the two existing residential lots can vary, however the width of the proposed infill lot should be consistent with the surrounding parcel fabric but shall not be more than twice the minimum frontage required by the Zoning By-law;"
- c. Deleting clause (d) and replacing it with "(d) the proposed infill lot shall not prohibit or adversely affect future development potential of the retained lands;"

5. Section 4.5.3 is hereby amended by inserting the following after the last paragraph:

- "(vii) Plan of subdivision applications will be required to demonstrate that an average lot size of 0.6 hectares (1.5 acres) has been achieved. The Township will consider average lot size to mean the total area occupied by residential lots, divided by the total number of residential lots. This calculation does not include land occupied by roads, pathways, parks, blocks or other non-residential land. Where a subdivision is developed in a phased approach, the average lot size of 0.6 hectares (1.5 acres) will be applied to the whole subdivision, rather than to each individual phase. No lots shall be less than 0.4 hectares (1 acre) in size."

## PART C - THE APPENDICES

The following appendices do not constitute a part of Amendment No. 26 to the Official Plan of the Township of Beckwith but are included as information supporting the document.

- APPENDIX I - Notice of Public Meeting
- APPENDIX II - Public Participation List
- APPENDIX III - Comments Received from Public Bodies or Agencies

## **APPENDIX I - Notice of Public Meeting**

### **THE CORPORATION OF THE TOWNSHIP OF BECKWITH PUBLIC MEETING NOTICE**

#### **CONCERNING A PROPOSED OFFICIAL PLAN AMENDMENT**

**TAKE NOTICE** that, in accordance with Sections 17 and 21 of the Planning Act, R.S.O. 1990, as amended, the Corporation of the Township of Beckwith will hold a **Public Meeting** on **Tuesday, July 8<sup>th</sup>, 2014 at 7:00 p.m.**, in the Council Chambers of the Municipal Building, 1702 9<sup>th</sup> Line Beckwith, to consider a proposed official plan amendment. The amendment has been initiated by the Township of Beckwith and is being processed as file number OPA#27.

**PURPOSE** of the proposed amendment is to revise existing policies relating to infill severances and to insert new policies relating to average lot sizes within plans of subdivision and provision of pathways within plans of subdivision.

**EFFECT** of the proposed amendment would be to revise the situations where infill severances will be permitted and to update the Township's requirements for future plan of subdivision applications.

**EXPLANATORY NOTE:** These amendments have been initiated by the Township of Beckwith and are not specific to any one piece of property. The existing infill severance policies have been in place since September, 2012. Since this time, the Township has determined that there is a need to revise these policies to better achieve their intent. With regards to plans of subdivision, the proposed amendments would help to ensure future applications are in context with the surrounding community. The County of Lanark is the approval authority for official plan amendments in the Township of Beckwith.

**NO KEY MAP** has been provided as the proposed amendments are general in nature.

**IF A PERSON OR PUBLIC BODY DOES NOT** make oral submissions at a public meeting or make written submissions to the Township of Beckwith before the proposed official plan amendment is adopted, the person or public body is not entitled to appeal the decision of the Council of the County of Lanark to the Ontario Municipal Board.

**IF A PERSON OR PUBLIC BODY DOES NOT** make oral submissions at a public meeting or make written submissions to the Township of Beckwith before the proposed official plan amendment is adopted, the person or public body may not be added as a party to the hearing of an appeal before the Ontario Municipal Board unless, in the opinion of the Board, there are reasonable grounds to add the person or public body as a party.

**IF YOU WISH TO BE NOTIFIED** of the adoption of the proposed official plan amendment, or of the refusal of a request to amend the official plan, you must make a written request to the Township of Beckwith.

**AFTER A DECISION** has been made by Council, persons wishing to formally register an objection must, regardless of any previous submissions, file with the Clerk a Notice of Appeal to the Ontario Municipal Board setting out the objection and the reasons in support of the objection and accompanied by the Board's fee.

**A COPY** of the proposed Official Plan amendment, together with other relevant background materials, are available for inspection between 8:30 a.m. and 4:30 p.m. weekdays in the Planning Department at the Township Municipal Building.

**DATED** at the Township of Beckwith, this 19<sup>th</sup> day of June, 2014.

Cynthia Moyle, CMO  
Clerk  
Township of Beckwith  
1702 9th Line Beckwith  
CARLETON PLACE, Ontario  
K7C 3P2  
613-257-1539

## APPENDIX II – Public Participation List

Official Plan Amendment No. 27.

### PARTICIPATION LOG

LOT \_\_\_\_\_ CONCESSION \_\_\_\_\_

FILE NO. \_\_\_\_\_

ADDRESS \_\_\_\_\_

| NAME                                                             | ADDRESS AND EMAIL | TELEPHONE NO. |
|------------------------------------------------------------------|-------------------|---------------|
| <del>No Signatures at Public Meeting</del><br><i>[Signature]</i> |                   |               |

### **APPENDIX III – Comments Received from Public Bodies or Agencies**

No formal comments were received from public bodies or agencies prior to Council adoption of the by-law.





## Official Plan Amendment Number 27

Public Meeting | July 8<sup>th</sup>, 2014

## Overview

- Public Notice;
- Contents of OPA No. 27;
- Approval Process;
- Questions

## Public Notice

- In accordance with Ontario Regulation 06-0543:
  - Advertisement in Canadian Gazette: June 19<sup>th</sup>, 2014;
  - Public Notice to Prescribed Agencies: June 19<sup>th</sup>, 2014;
  - Notice on Township Website: June 19<sup>th</sup>, 2014.

## Contents of OPA No. 27

1. Trails and Pathways as Subdivision Infrastructure;
2. Infill Severance Policies;
3. Average Lot Sizes in Plans of Subdivision

## Trails and Pathways as Subdivision Infrastructure

- Trails within plans of subdivision are more than recreation opportunities;
- Form part of a network for health active living, provide pedestrian safety and foster sense of community;
- **Effect of Modification:** Subdivision developers will be required to construct, where appropriate, trails and pathways as part of the infrastructure necessary to support the plan of subdivision.

## Infill Severance Policies

- Current infill severance policies are quite strict;
  - Between existing dwellings <125m apart;
  - Opposite two residential lots.
- Proposed policies attempt to reduce the restrictions, while maintaining policy intent.
- **Effect of Modification:** Infill severances would need to fill space between existing lots and should be similar in width to surrounding lots. Infill lots shall be limited to twice the minimum lot frontage (generally 90m max. width).

### Average Lot Sizes in Plans of Subdivision

- Existing subdivisions have generally maintained an average lot size of 1.5 acres by virtue of 100 acre Township Lot being subdivided;
- Council wished to ensure this continued in the future to help avoid over development;
- **Effect of Modification:** An average lot size of 1.5 acres will become a requirement that subdivision applicants must achieve.

### Approval Process

- Township Council to adopt Official Plan Amendment No. 27 by By-law;
- County of Lanark must approve amendment for changes to take effect:
  - Application package submitted to County;
  - Economic Development Committee;
  - County Council;
    - 20 day appeal period.

### Questions?



# Economic Benefits of Rural Recreation and Leisure Services

## Appendix F: Tay Valley Township Recreation Working Group Terms of Reference

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## **TAY VALLEY TOWNSHIP**

### **RECREATION WORKING GROUP TERMS OF REFERENCE**

In support of current successful Recreation Programs and in recognition of the need to continue municipal efforts to promote a healthy and active community, Tay Valley Township deems it appropriate to establish a Recreation Working Group.

#### **MANDATE**

The purpose of the Working Group is to provide advice and recommendations to Council regarding recreation programs, such as soccer and hockey, as well as other community initiatives and events that promote a healthy and active community. To fulfill its mandate it is anticipated the Working Group will, among other things:

- Plan, coordinate and monitor the recreation programs with the assistance of coordinators and coaches;
- Undertake research into possible new activities and initiatives;
- Suggest, plan and help organize special community events and celebrations;
- Explore joint ventures with potential partners and community groups;
- Produce for public distribution, newsletters/flyers/information materials aimed at informing local ratepayers about recreation programs and community initiatives;
- Liaise with the Tay Valley Community Choir; and
- Provide advice to the Township with regard to operational change to best promote and facilitate a healthy and active community.

#### **REPORTING RESPONSIBILITY**

The Recreation Working Group will communicate its findings and recommendations to the Committee of the Whole. Attendance and agenda topics will be coordinated through the Clerk or designate. The Working Group will present an annual report to Committee of the Whole touching on the Working Group's activities over the last year and upcoming issues. In-year updates from the Working Group will be communicated to Committee of the Whole on a regular basis by the Council Member representatives. The appointment of coaches will be done by Council resolution on recommendation of the Working Group.

## **MEMBERSHIP**

The Recreation Working Group shall comprise a maximum of eight (8) members appointed at the beginning of each Council term by Council with representation from the three township wards where possible. Replacement members can be appointed, if needed, during the course of the term. Two members shall be a Council Member, one will also serve as Chair. The Clerk or designate shall act as a resource person to the Working Group. Members are expected to have a valid criminal record check in keeping with the Council approved policy.

## **MEETINGS**

The Working Group will meet at least quarterly or at the call of the Chair or Clerk (or designate). Agendas will be posted on the Township website one week prior to the meeting. The Clerk or designate will serve as Recording Secretary. Meeting Minutes will be action-only and will record those members in attendance and any topics discussed. A quorum of members (50% plus one) will be required for a meeting to take place. All meetings will be open to the public. Meetings will generally occur at the Municipal Office.

## **TERM**

The term of appointment shall be for the term of Council at the pleasure of Council and re-appointment is encouraged to facilitate continuity.

# Economic Benefits of Rural Recreation and Leisure Services

## Appendix G: Lanark County Proposed 10 Year Paved Shoulder Program

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## Appendix H: Lanark County Paved Shoulder Program Cost Benefit Analysis

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# **THE COUNTY OF LANARK**

## **PUBLIC WORKS COMMITTEE**

August 7, 2013

Report # PW-37-2013 of the  
Director of Public Works

### **PROPOSED 10 YEAR COUNTY ROADS PAVED SHOULDER PROGRAM**

#### **1. STAFF RECOMMENDATIONS**

"**THAT**, County Council approves, in principle, a 10 Year County Roads Paved Shoulder Program, as described in Report #PW-37-2013.

**AND THAT**, the proposed County Roads Paved Shoulder Program is referred to the 2014 Budget deliberations for discussion."

#### **2. PURPOSE**

The purpose of this Report is to seek Council's approval, in principle, of a long-term plan for the paving of shoulders on County Roads.

#### **3. BACKGROUND**

From time to time, during the past ten years, the advantages of paving shoulders, on selected County Roads, has been discussed by Council. For example, several years ago, when tender savings were realized on road rehabilitation projects, on County Roads 15 and 21, Council authorized the addition of paved shoulders to these projects. The Public Works Department has also experimented with several non-asphalt products to create a hard surfaced shoulder. These pilot projects have had limited success. In the absence of a long-term plan, we have a "patchwork system" of paved shoulders in place that does not generate road maintenance savings nor does it facilitate "active transportation".

In Lanark County, the cycling community is the most vocal proponent for paved shoulders. As a result, the paved shoulder discussion usually focuses solely on the potential benefits for cyclists.

#### **4. DISCUSSION**

Paved shoulders have many significant benefits, for all taxpayers, not just those that cycle.

##### **ADVANTAGES:**

##### **Safety:**

1. Reduces hazards to motorcyclists by minimizing the potential for loose gravel in driving lanes.



2. Provides a stable surface for drivers to recover if they lose control of their vehicles.
3. Provides a stable surface for emergency stopping and for emergency vehicle repairs.
4. Better accommodates large trucks, farming equipment and other wide loads.
5. Improves safety for pedestrians and cyclists.

Maintenance and Repair:

1. Eliminates need for shoulder grading.
2. Eliminates need for shoulder gravel replacement.
3. Eliminates shoulder washouts.
4. Improves drainage of the road surface and shoulders.
5. Facilitates winter ploughing of shoulders, which is difficult when gravel shoulders are not frozen.
6. Extends the life of the road surface by reducing the likelihood of edge cracking on the driving lanes.
7. Eliminates complaints from taxpayers about gravel spillage into ditches.
8. Eliminates complaints from taxpayers about dust.

**DISADVANTAGES:**

1. Upfront capital costs.
2. Significant savings are only realized if most existing gravel shoulders are paved. Incremental improvements do not create savings.
3. Wider asphalt driving platform often leads to increased vehicle speeds.
4. Additional line painting costs, if a white edge line is painted to delineate the driving lane from the paved shoulder.
5. Additional pavement to maintain.
6. May encourage impatient drivers to pass stopped vehicles on the right.

## **5. ANALYSIS AND OPTIONS**

Although the upfront capital costs, to pave shoulders, are relatively high (about \$25,000 per km), many Public Works Agencies, in Canada and the United States, have concluded that paved shoulders create long-term road maintenance savings and improves road safety. Most sources state that the payback period, for such savings, is about 10 years. Such savings include the elimination of the labour, materials and equipment used for shoulder maintenance and reduced life cycle costs resulting from extending the service life of the road surface.

There are two major challenges to moving forward with a Paved Shoulder Program. First, funding the Program, without adversely affecting the Road and Bridge Capital Program or adding to the levy. This challenge is discussed further under "Financial Implications". The second challenge is developing a plan to implement the Program in the most cost effective and efficient manner. Since this is a long-term Program, determining the optimum sequence, for paving shoulders, will need due consideration. The sequence will need to balance maximizing road maintenance savings while minimizing construction costs and promoting active transportation.

## **6. FINANCIAL IMPLICATIONS**

Today, the County Road System includes about 400 centreline kilometers of unpaved road shoulders with widths varying from 1 meter to 2.5 meters. The 2013 Public Works Budget included about \$400,000 for shoulder maintenance. Most of these costs would be eliminated with paved shoulders. Assuming paved shoulder widths of 1 to 1.5 metres, the total estimated cost, to pave the shoulders on all County Roads, would be about \$10 million. This Summer, Public Works Staff will complete a detailed inventory of all County Road Shoulders. This information will be used to develop a plan and to refine cost estimates to implement a County Roads Paved Shoulder Program.

In June, 2018, the road capital debt will be repaid and the annual financing charges of \$647,500 will cease. This amount could be applied to the 10 Year County Roads Paved Shoulder Program. Initiating a County Roads Paved Shoulder Program may also allow the County to leverage additional monies from the Province, Federal Government or other Agencies that view paved shoulders as a benefit for active transportation and public safety.

## **7. LOCAL MUNICIPAL IMPACT**

None.

## **8. CONCLUSIONS**

A 10 Year County Roads Paved Shoulder Program would reduce road maintenance costs, improve road safety and promote active transportation.

## **9. ATTACHMENTS**

None.

### **Recommended By:**

Steve Allan  
Director of Public Works

### **Approved for Submission By:**

### **Manager Approval By:**

Kurt Greaves  
Chief Administrative  
Officer/Treasurer

# **THE COUNTY OF LANARK**

## **PUBLIC WORKS COMMITTEE**

December 4, 2013

Report #PW-65-2013 of the  
Director of Public Works

### **COUNTY ROADS PAVED SHOULDER PROGRAM: COST BENEFIT ANALYSIS**

#### **1. STAFF RECOMMENDATIONS**

"**THAT**, County Council approves, in principle, a 10 Year County Roads Paved Shoulder Program that aims to pave the shoulders of all County Roads."

#### **2. PURPOSE**

The purpose of this Report is to provide additional information, to Council, regarding the potential costs and benefits of a County Roads Paved Shoulder Program.

#### **3. BACKGROUND**

At their August 28<sup>th</sup>, 2013, Meeting, County Council considered Report #PW-37-2013 "Proposed 10 Year County Roads Paved Shoulder Program" and requested additional information about the costs and the benefits.

#### **4. DISCUSSION**

Converting gravel shoulders to paved shoulders has a substantial impact on both Operating and Capital Costs. While some financial information can be based on actual expenditures, many of the benefits of paved shoulders are not easily quantifiable and therefore, assumptions are needed. These assumptions are identified and discussed below.

## Operating Costs

Converting gravel shoulders to paved shoulders eliminates the following road maintenance activities and annual costs:

- Repairing washouts \$ 43,000
  - Stabilizing treatments to reduce erosion \$ 95,000
  - Grading \$ 76,000
  - Reapplication of gravel \$203,000
- TOTAL ANNUAL OPERATING SAVINGS \$417,000**

Paving shoulders increases the surface of the asphalt platform that must be maintained. Although asphalt shoulders are not maintained to the same standard as the driving surface, there are additional operating costs:

- Cold Patching (assumed) \$ 17,000
  - Crack Sealing (assumed) \$ 10,000
  - Edge Line Painting \$180,000
- TOTAL ANNUAL ADDITIONAL OPERATING COSTS \$207,000**

**NET CHANGE IN ANNUAL OPERATING COSTS = \$210,000**

## Capital Costs

The recently completed County Asset Management Plan sets the replacement value, of the County Road System, at \$212 million. The estimated cost to convert all existing shoulders, from gravel to asphalt, is about \$10 million. The County Asset Management Plan assumes a 30 year service life for a road and it is assumed that paving the road shoulder will extend the service life by 10% (3 years). Therefore, the annual expenditures that are required over the service life of the road are:

Existing road system (gravel shoulders)  $\$212,000,000/30 = \$7,066,666$ .

Future road system (paved shoulders)  $\$222,000,000/33 = \$6,727,273$ .

**NET CHANGE IN ANNUAL ROAD CAPITAL COSTS = \$400,000.**

**Given the above, the total estimated annual savings (operating and capital) arising from a Paved Shoulder Program would be about \$639,394.**

The estimated capital cost to pave all of the existing gravel shoulders, on County Roads, is \$10 million. Assuming annual savings of \$600,000, the **payback period** for the Program would be about **16 years**.

Various studies, by agencies in the United States, indicate that paved shoulders reduce motor vehicle collisions substantially, reduce public health costs marginally and increase tourism revenues marginally. For example, one study by the United States Federal Highway Administration found that paved shoulders reduced head-on crashes by 15% to 75%, sideswipe crashes by 15% to 41%, fixed object crashes by 29% to 49% and motor vehicle-pedestrian crashes by 71%. In a 2004 Transport Canada Report "Analysis and Estimation of the Social Cost of Motor Vehicle Collisions in Ontario", the Author concluded that motor vehicle collisions generated \$18 billion in "social costs" in Ontario and that the average cost to society, for a motor vehicle collision, was \$77,000.

## **5. ANALYSIS AND OPTIONS**

None.

## **6. FINANCIAL IMPLICATIONS**

Accurately forecasting the payback period for a \$10 million County Roads Paved Shoulder Program is difficult as many of the "societal" benefits cannot be accurately quantified. The estimated 16 year payback period for a County Roads Paved Shoulder Program is clearly a very conservative estimate. Initiating, a County Roads Paved Shoulder Program may also allow the County to leverage additional monies from the Province, Federal Government or other Agencies that view paved shoulders as a societal benefit.

## **7. LOCAL MUNICIPAL IMPACT**

None.

## **8. CONCLUSIONS**

A 10 Year County Roads Paved Shoulder Program would reduce road maintenance costs, improve road safety and promote active transportation.

## **9. ATTACHMENTS**

None.

**Recommended By:**

**Approved for  
Submission By:**

Steve Allan  
Director of Public  
Works

**Manager Approval  
By:**

Kurt Greaves  
Chief Administrative  
Officer