



TOWN OF LAKESHORE



COMMUNITY SERVICES MASTER PLAN



VOLUME 1 –SITUATIONAL ANALYSIS REPORT

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TABLE OF CONTENTS

PART 1	INTRODUCTION	1-1
PART 2	COMMUNITY SERVICES DEVELOPMENT AND POLICY FRAMEWORK.....	2-1
2.1	Introduction	2-1
2.2	Community Profile	2-1
2.2.1	Introduction	2-1
2.2.2	Existing Community Characteristics	2-1
	.1 <i>Physical Features</i>	2-2
	.2 <i>Settlement Pattern</i>	2-2
2.2.3	Policies and Plans.....	2-4
	.1 <i>Introduction</i>	2-4
	.2 <i>Town of Lakeshore Draft Official Plan, February, 2007</i>	2-4
2.2.4	Community Population Profile	2-8
	.1 <i>C. N. Watson Report</i>	2-8
2.3	Community Services Delivery and Resourcing.....	2-13
2.3.1	Introduction	2-13
2.3.2	Services Delivery Model.....	2-13
	.1 <i>Overview</i>	2-13
	.2 <i>Town of Lakeshore</i>	2-14
	.3 <i>Town of Lakeshore Service Delivery Model Summary</i>	2-16
	.4 <i>Municipal Organizational Design</i>	2-18
2.3.3	Municipal Financial Profile	2-21
	.1 <i>Introduction</i>	2-21
	.2 <i>Departmental Financial Profile</i>	2-21
2.3.4	Contracts Review	2-28
	.1 <i>Township Of Tilbury West and Scouts Canada</i>	2-28
	.2 <i>Town of Lakeshore and the Christian Fellowship Learning Centre</i>	2-28
	.3 <i>Town of Lakeshore and the Optimist Club of Belle River</i>	2-29
	.4 <i>Town of Lakeshore and the Comber Agricultural Society</i>	2-30
	.5 <i>Township of Tilbury North and the Lighthouse Lion's Club</i>	2-31
	.6 <i>Belle River Minor Soccer Club</i>	2-32
	.7 <i>Summary</i>	2-34

TABLE OF CONTENTS (CONT'D)

2.4	Documents and Policies Review.....	2-35
2.4.1	Introduction	2-35
2.4.2	Municipal Documents.....	2-35
.1	<i>Town of Lakeshore Strategic Plan</i>	2-35
.2	<i>Draft Transportation Master Plan, March 2007, IBI Group</i>	2-43
.3	<i>Town of Lakeshore: Natural Heritage Feature Inventory, January, 2007</i>	2-44
2.4.3	Department Documents	2-44
.1	<i>Community Partnership Fund – Lakeshore 2007</i>	2-44
.2	<i>The Town of Lakeshore Restructuring Study for the Parks and Recreation Department, July 2000</i>	2-48
.3	<i>“Ensuring and Maintaining the Quality of Recreational Park Facilities in Lakeshore”: A Feasibility Study for the Lakeshore Recreation Department</i>	2-50
.4	<i>“Determining the Recreational Needs of Youth in the Town of Lakeshore”: A Survey Conducted on 924 children in the Town of Lakeshore, between the ages 5-13, in order to more effectively determine programming needs.</i>	2-50
.5	<i>2005 Seniors Needs Assessment Study: Examining the Needs of Lakeshore Seniors</i>	2-51
.6	<i>Township of Maidstone: Recreation Master Plan: Community Questionnaire Results</i>	2-51
.7	<i>Town of Lakeshore Comprehensive Master Plan: Walking and Cycling Policy Paper, July 2006</i>	2-52
.8	<i>The Town of Lakeshore: Administrative Report: Walking Trails Information</i>	2-53
.9	<i>Conclusion of Municipal Documents</i>	2-53
2.4.4	School Boards Documents	2-54
.1	<i>Greater Essex County District School Board – Annual Accommodation Planning Report, June 2006</i>	2-54
.2	<i>Community Use of Schools</i>	2-56
2.4.5	Other Service Provider Documents	2-57
.1	<i>Essex County Library Facility Planning Study</i>	2-57
.2	<i>Town of Lasalle: Pedestrian and Bicycle Facility Policy Statement and Plan of Action</i>	2-60
.3	<i>Municipality of Leamington: Leamington Railway Corridor: Discussion Paper #1: The Planning Process, Community Consultation and Identification of Issues</i>	2-61
.4	<i>Municipality of Leamington: Leamington Railway Corridor: Discussion Paper #2: Management Strategies to Developing the Corridor</i>	2-61
.5	<i>Town of Leamington: A Trails Strategic Development Plan: Final Report</i>	2-62
.6	<i>Information compiled by Heart Health Action Windsor-Essex, Windsor-Essex County Health Unit and Windsor-Essex County Active Living Coalition on October 15, 2003</i>	2-63

TABLE OF CONTENTS (CONT'D)

.7	<i>Changes to the Hydro Corridor Lands: Municipal Information Package</i>	2-63
.8	<i>Ontario Trails Council: Insurance Review: Understanding and dealing with the challenges of insuring trails in Ontario</i>	2-64
.9	<i>Community Profile & Consultation Summary Meridian Planning Consultants Inc., December, 2006</i>	2-65
.10	<i>Sarnia Waterfront Master Plan, City of Sarnia Staff Waterfront Committee and The Waterfront Access Committee, March, 2005</i>	2-65
.11	<i>City of Windsor: Central Riverfront Implementation Plan Brook McIlroy Inc. + The MBTW Group, September, 2000</i>	2-66
.12	<i>Summary</i>	2-66
2.4.6	Departmental Policies.....	2-67
.1	<i>Volunteer Policy</i>	2-67
.2	<i>Profit Sharing Agreement</i>	2-67
.3	<i>Park Maintenance Policy</i>	2-67
.4	<i>Alcohol Risk Management Policy</i>	2-68
.5	<i>Facility Usage</i>	2-68
.6	<i>Safety and Emergency Procedures</i>	2-69
.7	<i>Advertising (Corporate Services)</i>	2-69
.8	<i>Special Event Policy</i>	2-69
2.4.7	Summary.....	2-70
2.5	Community Household Survey.....	2-71
2.5.1	Introduction.....	2-71
2.5.2	Parks and Recreation Services and Facilities.....	2-71
.1	<i>Introduction</i>	2-71
.2	<i>Activity Participation Rates</i>	2-71
2.5.3	Satisfaction with Existing Recreation Facilities and Programs.....	2-73
.1	<i>Town-Wide Recreation and Leisure Facilities</i>	2-73
.2	<i>Area Specific Recreation and Leisure Facilities Results</i>	2-76
.3	<i>Summary</i>	2-77
.4	<i>Area Specific Respondent Value For and Use of Town-Wide Recreation Facilities</i>	2-78
.5	<i>Area-Specific Facilities Importance and Use</i>	2-81
2.5.4	Cultural Facilities.....	2-82
2.5.5	Future Planning and Development Initiatives.....	2-84
.1	<i>Future Recreation Facility needs</i>	2-84
.2	<i>Indoor Pool Pricing and Operating Analysis</i>	2-85
.3	<i>Service Delivery and Communication Perspectives</i>	2-88

TABLE OF CONTENTS (CONT'D)

2.5.6	Household Survey Results Summary	2-91
2.6	Key Trends and Strategies	2-94
2.6.1	Introduction	2-94
2.6.2	Leisure Trends	2-94
.1	<i>Aging and Youth Populations</i>	2-94
.2	<i>Ethnocultural Diversification</i>	2-97
.3	<i>Sport Activities</i>	2-98
.4	<i>Facility Quality</i>	2-102
.5	<i>Tourism and Sport Tourism</i>	2-103
.6	<i>Environment</i>	2-104
.7	<i>Culture and Heritage</i>	2-106
.8	<i>Community, Health, Educational and Social Services Integration</i>	2-107
.9	<i>User Fees and Charges</i>	2-108
.10	<i>Market Segmentation / Services Differentiation</i>	2-108
.11	<i>Leisure Services Development and Delivery Strategy</i>	2-109
.12	<i>Volunteers and Leisure Services Delivery</i>	2-110
2.6.3	Strategies	2-112
.1	<i>Partnerships</i>	2-112
.2	<i>Role of the Parks and Recreation / Community Services Departments</i>	2-112
.3	<i>Capital and Operating Finances</i>	2-114
.4	<i>Evaluation</i>	2-115
.5	<i>Multi-Use Facilities</i>	2-116
.6	<i>Use of Schools and Their Availability</i>	2-116
.7	<i>Geographic Service Levels</i>	2-118
.8	<i>Balancing Rehabilitation with New Facility Development</i>	2-118
.9	<i>Capital Facility Maintenance</i>	2-119
.10	<i>Parks Integration</i>	2-119
.11	<i>Land Banking</i>	2-120
PART 3	SECTOR SPECIFIC SITUATIONAL ANALYSES	3-1
3.1	Parks and Recreation.....	3-1
3.1.1	Introduction	3-1
3.1.2	Inventory and Resource Availability	3-1
.1	<i>Parks and Open Space</i>	3-1
.2	<i>School Recreation Facilities</i>	3-3

TABLE OF CONTENTS (CONT'D)

3.1.3	Participation and Utilization	3-5
3.1.4	Public Consultation	3-9
.1	<i>Introduction</i>	3-9
.2	<i>Community Organizations</i>	3-9
3.1.5	Public Service Providers.....	3-29
.1	<i>Introduction</i>	3-29
.2	<i>Greater Essex District School Board and Windsor-Essex District Catholic School Board</i>	3-33
.3	<i>Facilities</i>	3-35
.4	<i>Oakwood Drive Park and School Board Input</i>	3-37
.5	<i>The Towns of Tilbury and Essex Facility Use Agreements</i>	3-38
	Current Private Sector Proposals.....	3-39
.6	<i>Lighthouse Cove</i>	3-39
.7	<i>Ice Track</i>	3-41
3.1.6	Staff Input	3-43
.1	<i>Introduction</i>	3-43
.2	<i>Senior Management</i>	3-43
.3	<i>Planning, Strategic and Operating Staff</i>	3-47
.4	<i>Service Delivery Staff</i>	3-49
.5	<i>Project Steering Committee</i>	3-51
.6	<i>Municipal Council</i>	3-52
.7	<i>Municipal Strategic Plan Input</i>	3-54
.8	<i>Community Strategic Plan Input</i>	3-56
.9	<i>Interviews</i>	3-59
.10	<i>Public Meetings</i>	3-59
3.2	Heritage, Arts and Culture	3-63
3.2.1	Introduction	3-63
3.2.2	Methodology	3-64
.1	<i>Documents Review</i>	3-64
.2	<i>Focus Groups</i>	3-65
.3	<i>Site Visits</i>	3-65
.4	<i>Heritage Surveys</i>	3-66
3.2.3	Heritage, Arts, and Culture Inventory of the Town of Lakeshore	3-66
.1	<i>Town of Lakeshore Administrative Framework</i>	3-66
.2	<i>Town of Lakeshore Heritage Groups</i>	3-68
.3	<i>Town of Lakeshore Art and Cultural Groups</i>	3-77

TABLE OF CONTENTS (CONT'D)

.4	<i>External Heritage and Cultural Groups in Southwestern Ontario</i>	3-80
3.2.4	Chronological History of the Town of Lakeshore Geographic Area	3-81
.1	<i>Physiographic and Geological History of the Town of Lakeshore Geographic Area</i>	3-81
.2	<i>Chronological History of the Town of Lakeshore Geographic Area</i>	3-81
3.2.5	Inventory of Heritage Features (Appendices D.2)	3-93
3.3	Tourism Development	3-96
3.3.1	Inventory and Resource Availability	3-96
3.3.2	Tourism Resource Evaluation	3-98
.1	<i>Sport Fishing Opportunities and Challenges</i>	3-99
.2	<i>Heritage Tourism Opportunities and Challenges</i>	3-102
.3	<i>Festivals, Events and Tournaments</i>	3-103
.4	<i>Transient Accommodation Facilities</i>	3-105
3.3.3	Participation and Utilization Profile	3-106
.1	<i>Visitor Volumes and Trends</i>	3-106
.2	<i>Visitor Origin and Purpose of Trip</i>	3-108
.3	<i>Visitor Activities and Expenditures</i>	3-110
.4	<i>Western Hemisphere Travel Initiative</i>	3-111
3.3.4	Organization	3-112
3.3.5	Public Consultation	3-112
.1	<i>Conclusions and Strategic Themes</i>	3-113
.2	<i>Strategic Themes</i>	3-114
PART 4	SITUATIONAL ANALYSIS CONCLUSIONS AND STRATEGIES	4-1
4.1	Observations	4-1
4.1.1	Community Profile	4-1
.1	<i>Community Structure</i>	4-1
.2	<i>Population Demographics</i>	4-2
4.1.2	Community Services Delivery and Resourcing	4-4
4.1.3	Documents and Policies Review	4-6
4.1.4	Departmental Policies	4-10
4.1.5	Household Survey Results	4-11
4.1.6	Key Trends and Strategies	4-14
4.1.7	Public and Staff Consultations	4-18
.1	<i>Community Organizations</i>	4-18
.2	<i>Public Service Providers</i>	4-21

TABLE OF CONTENTS (CONT'D)

.3	<i>Private Sector Proposals</i>	4-22
.4	<i>Staff Input</i>	4-22
.5	<i>Municipal Council</i>	4-24
.6	<i>Municipal Strategic Plan</i>	4-24
.7	<i>Public Open House</i>	4-25
4.1.8	Heritage, Arts and Culture	4-25
4.1.9	Tourism Development	4-27
4.2	Strategic Themes	4-30

LIST OF FIGURES

Figure 2.3-1	- Town of Lakeshore Staff Organizational Chart.....	2-19
Figure 3.2-1	- Essex County Native Villages and Trails.....	3-83
Figure 3.2-2	- Essex County Water Frontage Surveys.....	3-87
Figure 3.2-3	- Essex County French Settlement	3-88

LIST OF APPENDICES

The appendices to this document are contained in a separate document

APPENDIX 'A' – Summary of Public Consultation

- A.1 Public Meeting – January 30, 2007
St. Simon St. Judes Parish Hall, Belle River
- A.2 Lakeshore Community Services Master Plan
Open House Meeting #2,
March 29, 2007
- A.3 Heritage, Arts, Culture – Public Consultation
- A.4 Heritage, Arts, Culture – French Heritage Focus Group
- A.5 Heritage, Arts, Culture – Museums and Archives Focus Group

APPENDIX 'B' - Community Household Survey

APPENDIX 'C' - Parks and Facilities Inventory Maps

- C.1 Parks and Facilities Inventory Table
- C.2 Parks and Facilities Maps
 - Map 1 - Belle River
 - Map 2 - Lakeshore West
 - Map 3 – Lakeshore East
 - Site Specific - Parks and Facilities Maps

APPENDIX 'D – Heritage Arts and Culture

- D.1 Town of Lakeshore Mandate Statement & Terms of Reference
- D.2 Inventory of Significant Heritage Features
- D.3 Inventory of Significant Heritage Features – Sites
- D.4 Inventory of Significant Heritage Features – Areas
- D.5 Heritage, Arts, Culture – References Consulted

PART 1 INTRODUCTION

The Town of Lakeshore is a fast-growing community in the Windsor / Essex region of Southwestern Ontario. The community has over thirty-five kilometres of shoreline on Lake St. Clair and represents a mix of urban and rural areas that collectively result in a diverse community in terms of population, land forms, traditions and internal and external relationships.

In 1999, the Town of Lakeshore was formed from the amalgamation of the Town of Belle River and the Townships of Maidstone, Rochester, Tilbury North and Tilbury West. The Town now has a population of approximately 35,000 individuals and is anticipated to grow significantly over the next number of years.

Following the amalgamation, and to manage the significant population growth that is being experienced, the Town launched a series of significant planning initiatives to support future development and investment priorities, strategic directions and decision-making. This included a Community Strategic Plan, a new Official Plan, a Community Servicing Master Plan and other initiatives. One of these initiatives included the development of a Community Services Master Plan that would focus on parks and recreation facilities and services, cultural services, tourism and the potential need for a multi-use recreation complex. This specific planning initiative reflects both the integrated and multi-faceted nature of the service sectors as they have important connectivity characteristics.

The Community Services Master Plan work program is designed to first produce a Situational Analysis Report that will provide a common basis for the preparation of all the components of the Community Services Master Plan. Once the Situational Analysis Report is completed, then individual Master Plans would be developed for parks and recreation / leisure services, cultural services, a tourism strategy and a multi-use facility feasibility report.

This document represents the first draft of the Situational Analysis Report that will be supportive to all the specific Master Plans and Reports. It has been developed based on a broad series of initiatives involving:

- ▶ Inventory and resources assessments and analyses.
- ▶ Service, program and facility reviews and capacity assessments.

- ▶ A community consultation program involving user / provider representative focus groups, a community workshop, a random selection household survey, an organized group survey and other inputs.
- ▶ Heritage, arts and culture documentation;
- ▶ Tourism inventory and analysis;
- ▶ Discussion with public service provider representatives involving two school boards, the Essex Region Conservation Authority, the Essex County Public Library and others
- ▶ A population, demographic and community development assessment for Lakeshore.
- ▶ A trends and future perspectives assessment for community services.
- ▶ Planning, policy, population, strategic and related document reviews.
- ▶ Regional service delivery connections and contracts.
- ▶ Other related components.

This report provides the documentation of the various assessments and input completed. It also synthesizes the information into a set of conclusions and strategic themes that provide the basis to prepare the individual Master Plans and Reports within the overall Town of Lakeshore Community Services Master Plan.



PART 2 COMMUNITY SERVICES DEVELOPMENT AND POLICY FRAMEWORK

2.1 Introduction

Section 2 of the Situational Analysis Report provides information on a host of common considerations to all the various Community Services Master Plan components:

- ▶ Parks and Recreation;
- ▶ Heritage, Arts and Culture;
- ▶ Tourism; and
- ▶ Associated Areas.

The focus of this section ranging from the profile and development patterns, demographics and related community perspectives both current and future; structural context of the community; review of relevant documents and policies; community services delivery and resourcing assessments; and strategic trends and strategies review.

2.2 Community Profile

2.2.1 INTRODUCTION

The following material provides an assessment of the physical character demographics, community development structure and related perspectives on the Town of Lakeshore as a basis to consider the future planning, development and evaluation of community services for its residents.

2.2.2 EXISTING COMMUNITY CHARACTERISTICS

This section provides a general overview of the physical and land use characteristics of the Town of Lakeshore. It includes an overview of the physical features, manmade features and settlement patterns which form the background to the Community Services Master Plan.

.1 Physical Features

The Town of Lakeshore is a predominately agricultural land use based on excellent prime agricultural lands, a flat topography and good precipitation and sunlight. Essex County is one of Canada's significant agricultural areas reflecting the soils and climatic conditions unique to the region. Within the Town of Lakeshore agriculture comprises some 55000 hectares of land or more than 91% of the total area. The Town comprises a land area of just over 60,000 hectares of land.

The Town of Lakeshore is an amalgamation of five former municipalities including: the Town of Belle River, Townships of Maidstone, Rochester, Tilbury North and Tilbury West. The Town of Belle River was an urban municipality providing full municipal services. It functions as both the service centre for the rural area and a residential area for commuting. A combination of these five municipalities created a land area with approximately 35 kilometres of Lake St. Clair shoreline and a depth of 15 kilometres south of the Lake.



.2 Settlement Pattern

The settlement pattern has generally been concentrated along the Lake St. Clair shoreline. The predominant urban area is centered around the County Road 22 corridor, from Belle River to Manning Road, with a strongly urbanizing area towards the west including Emeryville and Puce. There are secondary urbanized areas at Stoney Point and Lighthouse Cove along the Lake. Other Hamlet communities include Comber, North and South Woodslee, Ruscom, St. Joachim and Staples. Finally, there are strip residential development located along Lake St. Clair and along portions of Belle River, Ruscom River and the Puce River. It is anticipated that future urban development will be concentrated in the areas with municipal water and sewer services along Lake St. Clair being the extension of Belle River westerly. Smaller growth amounts will occur in the Hamlet areas.

A natural heritage study was completed in January 2007 for the Town of Lakeshore. It identified that the Municipality had a natural heritage land use of 1,638 hectares comprising 2.72% of the total municipality. The significant watercourses include Pike Creek, Puce River, Belle River, Ruscom River, Little Creek and Duck and Moison Creek. These watercourses meander through a flat

topography to Lake St. Clair providing opportunities for recreation and boating. There is only one significant natural heritage woodlot known as Fairplay Woods comprising 50 hectares. The existing physical characteristics with a predominant agricultural land use, indicates significant land use opportunities for re-forestation and development of new natural heritage features. There are four significant wetlands located adjacent to Lake St. Clair that provide opportunities for management of the natural heritage.

With respect to public infrastructure the predominant feature is Highway 401 which includes over 40 kilometres of highway linking Windsor, to the municipality and places including Chatham-Kent and London to the east. There are 5 highway interchanges that serve the community providing access to Lighthouse Cove, Comber, Belle River, Emeryville, and the west boundary of the Town. The community is also served by several county roads that provide direct connection from the urban areas of Lakeshore to employment lands in Windsor to the west and Tilbury to the east.

There are three rail lines through the Town of Lakeshore. Two railway lines run close to the Lake St. Clair shoreline. The VIA line runs very close to the shoreline and is used for passenger traffic only. The second line slightly more than one kilometre to the south is used for freight traffic. There may be an opportunity during the life time of this plan for the Town to acquire the VIA railway for recreation opportunities. A third rail line runs south of Highway 401 through the Municipality for goods and services transportation. A former rail line connecting to the southerly line provides service to the Comber Area. A portion of this line has been abandoned and may provide an opportunity for a trail link into the Town of Lakeshore from the Town of Leamington.



The historic settlement patterns and predominately rural characteristics of the former municipalities create a unique opportunity for the Town. Each municipality provided community recreation opportunities at a central location. These core facilities can be retained to serve the existing population and small growth increments. The focus of major investment in recreation services will likely be towards the larger urban and developing areas in the Town of Lakeshore.



2.2.3 POLICIES AND PLANS

.1 *Introduction*

The purpose of this section is to review existing Official Plan policies related to community services, recreation, parks and open spaces. At the time of this document's preparation, the Town of Lakeshore had prepared a Draft Official Plan (February 19, 2007) on which the following analysis is provided.

.2 *Town of Lakeshore Draft Official Plan, February, 2007*

Goals and Objectives

The Draft Official Plan outlines overall goals and objectives for the Town of Lakeshore in Section 2.3. One major goal is to promote the Town as a tourist and recreational destination. Another is provide appropriate community services, public access to the waterfront and recreational opportunities, while preserving cultural and heritage features. The environment awareness supports passive recreational and environmental education opportunities where appropriate. And finally, the Plan's intent is to strengthen the role of Town Centres and main streets as commercial, cultural and social centres of the Town.

- ▶ **Goal 2.3.1 Is Economically Progressive and Successful:** Objective f) Promote the Town as a tourist and recreational destination. Support the preparation of a tourism strategy to investigate opportunities for accommodation development, in addition to opportunities for special events programming.
- ▶ **Goal 2.3.3. Has Character and a Sense of Place:** Objective b) Provide appropriate community services and amenities; and d) Promote public access to the waterfront and enhanced recreational opportunities; and f) Promote the preservation of cultural and heritage features.
- ▶ **Goal 2.3.5 Is Well Served and Well Equipped:** Objective g) Promote expanded recreational services, programs and facilities, including improved access to the waterfront; and h) Promote healthy communities through opportunities for recreation and convenient access to community services and facilities; and i) Strengthen the role of Town Centres and main streets as the commercial, cultural and social centres of the Town.
- ▶ **Goal 2.3.6 Is Naturally Inviting and Environmentally Aware:** Objective k) Support passive recreational and environmental education opportunities where appropriate.

Community Structure: Urban Areas Policies

Urban Areas will be the places for growth, development and urban activities. The Plan in Section 3.3.1 identifies Belle River and Maidstone Urban Area as population and employment growth centres, while infilling will occur in Comber, Stoney Point/Pointe-Aux-Roches and Lighthouse Cove.

Recreation Policies

The intent of the Plan in Section 4.3.3 Recreation is to ensure that sufficient recreational, open space and park facilities are provided with the Town to meet the leisure needs of present and future residents, businesses and visitors. The focus is to promote recreational development in parks and open spaces along the lakeshore and other similar areas of the Town to include active, passive and programmed community recreation activities. Existing public access to the lakeshore and beaches will be maintained, while the Town will assess the feasibility of acquiring private land along the lakeshore for public park or open space uses.

Parks and Open Space Policies

The Town's policies for parks and open spaces, Section 4.3.3.1, permit a full range of recreational uses, including public and private parks, private amenity spaces, conservation lands, golf courses, and passive green space such as cemeteries.

The four types of parks identified in the classification system are as follows:

- ▶ Neighbourhood Parks
- ▶ Community Parks
- ▶ Municipal Parks
- ▶ Regional Parks

Neighbourhood parks are intended to support the leisure interests of residents within the immediate area of the park. Community Parks serve communities or districts within the Town, which may involve two or more neighbourhood areas, and provide both organized recreational activities/facilities and passive open space. Municipal Parks serve all residents of the community including natural areas, cemeteries, beaches and larger scale stadium amenities. Regional Parks are intended to attract users from both the Town and the southwestern Ontario region, as well as Michigan, and have a specific theme, such as a beach, natural area or cultural/heritage resource.



The Town is committed to creating a linked parks and open space system. The system may integrate natural heritage features, abandoned rail lines, utility corridors, existing park lands and pathways and through agreements with land owners or through subdivision approval processes. The Town is also committed to working with the area School Boards and in cases where a school closure is proposed, the open space component may be retained or incorporated into a redevelopment proposal.

The Town has also established policies for providing specific amounts of land in terms of overall area per persons, outlined within Parkland Dedication section. The Town uses the provisions of the Planning Act when determining appropriate amounts of land for parkland acquisition, being 5% of land in low density residential areas; 2% of lands developed for commercial or industrial uses (or cash-in-lieu at a rate of 2% of the gross area of the land proposed for development); and one (1) hectare of land for every 300 dwelling units, when medium or high density residential land is developed. The Town also has criteria for selecting lands suitable for parkland acquisition, including shape, topography, susceptibility to natural hazards, and street access.

Community Services and Facilities Policies

Community Services and Facilities, Section 4.3.2 of the Plan, provide opportunities for education, care, places of worship, cultural facilities, health and safety. The policy states that museums, theatres, cultural facilities, places of worship, health care facilities and recreation facilities in the Municipality will be supported.

These facilities fall under the Major Institutional designation in Section 6.12 of the Plan, which identifies that they will be facilities requiring sites larger than 1 hectare. Although the permitted uses focus on hospitals, schools, government offices, places of worship and cemeteries, the permitted uses that may also be considered include museums and other cultural facilities, although these uses are permitted in other land use designations. One consideration for a major institutional use includes that any proposed site have direct access to arterial or collector roads.

Residential Policies

The Residential Designation in Section 6.6 of the Plan applies to the Urban Areas of the Town that provide a variety of housing types to meet the various demands and characteristics of the population. The predominant use of land will be for single detached, semi-detached and duplex dwellings. Medium density development may be strategically located throughout the residential areas based on certain criteria. Schools, neighbourhood community and cultural centres and other institutional uses of similar scale will be permitted based on several criteria, including direct access

to an arterial or collector road and will use a site area of up to a maximum of 1 hectare. Neighbourhood parks and trails will also be permitted in the Residential designation.

Official Plan Summary

- ▶ Promote the Town as a tourist and recreational destination (objective);
- ▶ Provide appropriate community services (objective);
- ▶ Provide public access to the waterfront and recreational opportunities (objective);
- ▶ Preserve cultural and heritage features (objective);
- ▶ Support passive recreational and environmental education opportunities where appropriate in natural areas (objective);
- ▶ Strengthen the role of Town Centres and main streets as commercial, cultural and social centres of the Town (objective);
- ▶ Population and employment growth should be directed to Belle River and Maidstone Urban Area;
- ▶ Promote recreational development in parks and open spaces along the lakeshore and similar areas of the Town to include active, passive and programmed community recreation activities (policy);
- ▶ Major Institutional designated facilities must be located on lot greater than 1 hectare in areas with direct access to arterial/collector roads. (policy);
- ▶ The Town will assess the feasibility of acquiring private land along the lakeshore for public park or open spaces uses (policy).



2.2.4 COMMUNITY POPULATION PROFILE

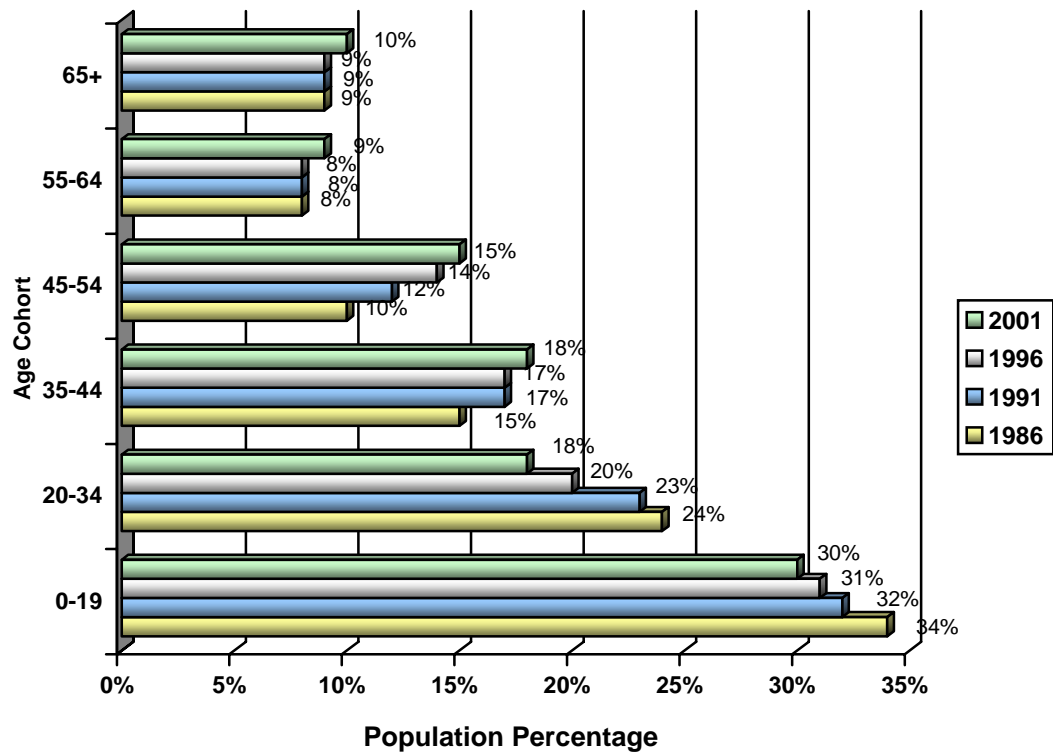
This section provides a demographic analysis of the Township of Lakeshore. It reviews past demographics from a C. N. Watson Report and provides various population projections for the Township for the next ten years.

.1 C. N. Watson Report

Historic and Current Demographic Characteristics

In 2001, the Township of Lakeshore's Census population was 29,968. Table 2.2-1 below demonstrates the percentage changes in the proportion of population for census years 1986 to 2001.

**Table 2.2-1
Lakeshore Population Change: 1986 - 2001**



Between 1986 and 2001, the percentage of persons over the age of 55 remained almost constant, increasing from 8% to 9% of the total population. During the same period, the population over 65 years of age increased the same amount 1% from 9% to 10%.

During the same 15 year time span, the forty-five to fifty-four (45-54) age cohort showed an increase of 5%, from 10% to 15%, reflecting the baby boom age cohort and possible in-migration to Lakeshore.

The 35 to 44 age cohort showed an increase in population of 3 %. The percentage of persons this age increased from 15% to 18%.

Unlike the previous age grouping increases, the young adult age cohort (aged 20 to 34) decreased by six percent (6%), from 24% to 18%. Similarly, the age cohort of people under the age of 19 decreased four percent (4%), from 34% in 1986 to 30% in 2001.

Future Projections

The following Table 2.2-2 identifies the population projection in Lakeshore showing the 5 year incremental demographic fluctuations from 2006 to 2031 of five different age ranges. This is based on work from the C.N. Watson Report.

Between 2006 and 2011, the percentage of persons over the age of 65 is projected to remain constant at 9% of the total population. In a 10 year time span from 2016 to 2026, this age cohort will increase by four percent (4%) to 13% of the total population. By 2031, it is expected that the 65+ age group will have increased another three percent (3%) to 15% of the total population.

During the same 25 year time span, the 55 to 64 age cohort will show a similar pattern to the 65+ age cohort. Although between 2006 and 2011, this age cohort will decrease by one percent (1%) from 11% to 10%. Then, over the next 20 years, this age cohort will stabilize at 13% of the total population showing the decline of the baby boomer demographic. If the 55-64 age cohort is combined with the 65+ age cohort, by 2031 this grouping will make up 28% of the total population in Lakeshore.

The 30 to 54 age cohort will show a reduction in their total population percentages between 2006 and 2031. Between 2006 and 2011, this age cohort will remain at 40% of the total population. In 2016, a decline in the percentages of this group begins so that by 2031, a six percent (6%) decline will have occurred with this age cohort. In 2031 this age cohort will represent 34% of the total Lakeshore population.

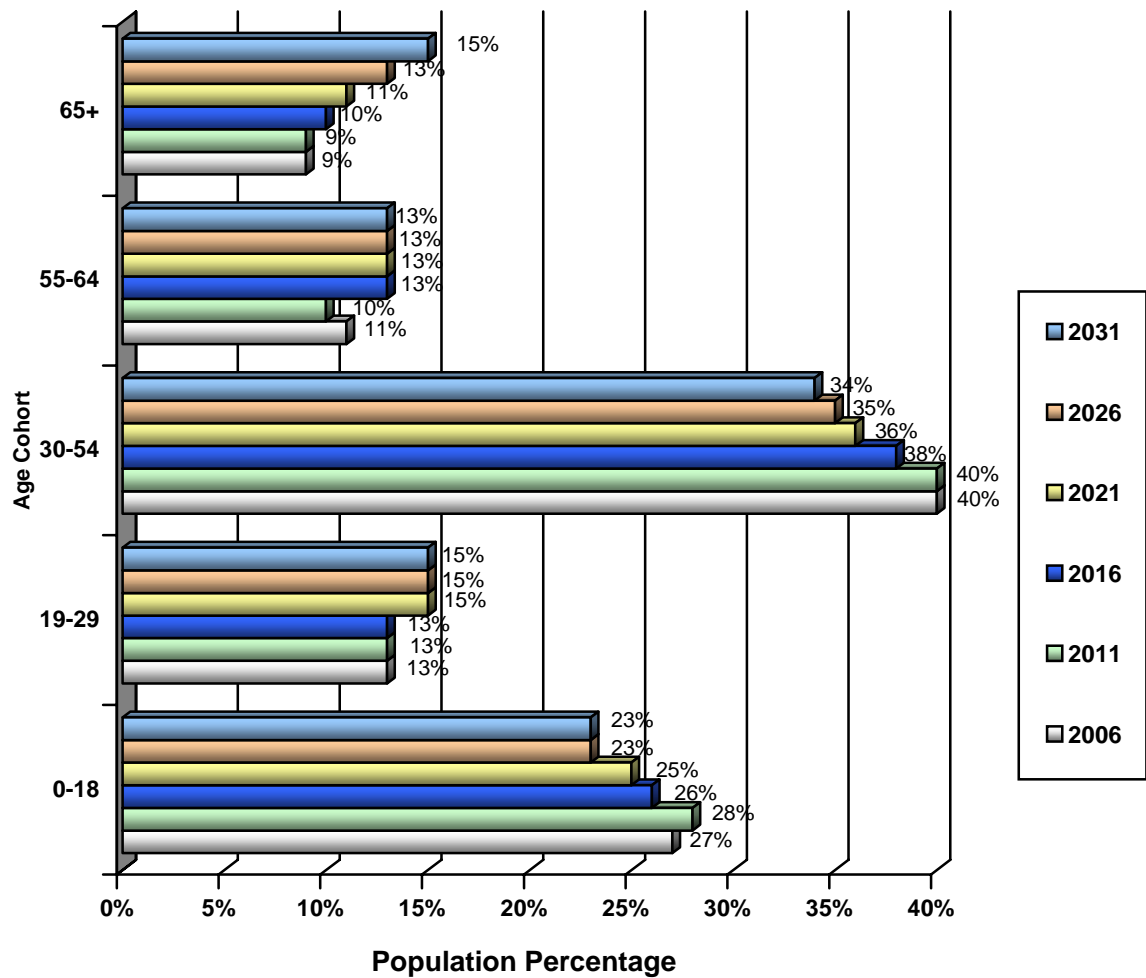


The young adult age cohort (aged 19 to 29) will remain quite stable between 2006 and 2016 at 13% of the total population. Between 2021 and 2031, this age cohort will increase by two percent (2%) and by 2031 represent 15% of the total Lakeshore population.

In the birth to 18 year old age cohort, between 2006 and 2011, their percentage of the total population will have increased by one percent 1% to 28%. In 2016, this age cohort percentage begins to decline and by 2031, will represent 23% of the total Lakeshore population.

Table 2.2-2

Lakeshore Age Cohort Projections: 2006 - 2031



By 2031 the total population percentages of Lakeshore, by age cohort, is projected to be:

Table 2.2-3

**Town of Lakeshore
2031 Population Distribution by Percentage**

Age Cohort	% of Total Population
55 to 65+	28%
30 to 54	34%
19 to 29	15%
0 to 18	23%

Ethnicity

Statistics Canada identifies ethnicity either by “aboriginal population” or by “visible minority status” but does not identify it by any other category. To identify the Town of Lakeshore’s French-Canadian community, the only available data is in regards to “Language(s) First Learned and Still Understood.” In that category in the 2001 data, the Town of Lakeshore had a total of 3,030 persons who first learned French only, and 285 persons who learned both French and English for a total of 3,315 or 12% of the population.

The Town of Lakeshore has comparatively low levels of immigrant and visible minority populations when compared to the Province of Ontario as a whole. Within the Town, Statistics Canada 2001 data shows that 9% of the Lakeshore population was born outside of Canada, compared to 26.8% of the population of Ontario as a whole. In terms of recent immigrants to the Town, the numbers are much lower, with 1% of the Lakeshore population being considered a recent immigrant (immigrated after 1991), compared to 9% for the Province as a whole.

The Township’s population of visible minorities is also low, consisting of 2.4% of the population, whereas the Province, as a whole, is 19.1%.

Income and Employment

The average income for persons in the Town of Lakeshore is \$41,504, as of the 2001 Census, which is higher than the Provincial average income of \$35,185. This provides a 18% higher income and allowing for more disposable income.



Economic indicators from the 2001 Census show that Lakeshore had higher participation and employment rates than the Province as a whole. The participation and employment rates were as follows: a participation rate of 70.4% for the Town versus 67.3% for the Province, and an employment rate of 67.3% for the Township versus 63.2% for the Province.

One unique attribute of the labour force within the Town of Lakeshore can be attributed to a higher than average number of people employed in manufacturing and construction with 37.8% employed in this field, versus a 22% Provincial average. The next industrial sector with higher proportion of employment is Health and Education which accounted for 13.9% of the labour force, similar to the Province at 15%.

Households

According to the 2001 Census, the total number of private households within the Town of Lakeshore was 9,895. Of these households, 42.6% contained a couple (either married or common-law) with children, compared to 32.6% for the Province. Households containing a couple (married or common-law) without children accounted for the second most common household type in Lakeshore at 31.6%, while the Province had 28%.

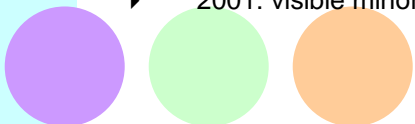
Information from the Township of Lakeshore indicated an average of 2.66 persons per household for 2001 in comparison to a Provincial average of 2.7 persons per household

New Dwelling Units

From 1991 to 2001 the total number of dwelling units increased from 7,465 to 9,895 – an increase of 25%. The majority of development in Lakeshore is low density, single dwelling unit development at 95% of housing stock. The percentage of medium and high-density dwelling units decreased from 9% to 5% over the same period of time.

C.N. Watson Report Summary

- ▶ 2001: 30% of Lakeshore population under age 19; 19% are over 65 years;
- ▶ 2031: 19% of Lakeshore population will be under age 19; 28% will be over 64 years of age;
- ▶ 2001 data shows that 9% of the Lakeshore population was born outside of Canada;
- ▶ 2001: visible minorities consist of 2.4% of the Lakeshore population;



- ▶ Average income for persons in the Township of Lakeshore is \$41,504; 8% higher than Provincial average;
- ▶ Employment rate of 67.3%, 3.1% higher than the Province;
- ▶ Higher than average number of people employed in manufacturing and construction with 37.8% employed in this field, 15.8% higher than the Province;
- ▶ Total number of private households was 9,895. Of these households, 42.6% comprised a couple.

2.3 Community Services Delivery and Resourcing

2.3.1 INTRODUCTION

How community services are organized, resourced and developed is an important part of the overall service delivery strategy within a community. The following material provides background information on the methodologies, resources and related considerations associated with the delivery of community services in the Town of Lakeshore.

2.3.2 SERVICES DELIVERY MODEL

.1 *Overview*

Within the Town of Lakeshore, there are a host of community service delivery organizations who take leadership and responsibility for providing important leisure services to the community. Much of this organizational structure has evolved similar to many communities, such as non-profit organizations delivering minor hockey, minor soccer, adult baseball and other activities. Others are less typical of other communities of 30,000 plus residents, such as a baseball association maintaining one park in Woodslee and the Town maintaining another park in the same community. This model and related delivery strategies reflect how services were undertaken when Lakeshore was operating as five smaller independent communities. Since that time, the Town has taken on some responsibilities, but local groups continue to deliver a significant amount of the parks, recreation facilities and programming across Lakeshore.

The following material provides an overview of the service delivery framework.



.2 *Town of Lakeshore*

The primary roles of the Town of Lakeshore are as follows:

- ▶ Operation of Lakeview Park and Marina, Belle River Arena and major park and recreation facilities;
- ▶ Maintenance of most of the parks, community trails and open space areas within the former Town of Belle River, Lighthouse Cove, Maidstone, Stoney Point/Pointe aux Roche, including the Lakeshore Soccer Complex;
- ▶ Summer and March Break camps and selected leisure programs;
- ▶ Leisure services planning, development and facilitation;
- ▶ Service coordination and the provision of funds to groups who have direct delivery or facilitation contracts with the Town;
- ▶ Community development supports, including the administration of the Community Partnership Fund;
- ▶ Development and support of advisory committees and councils by the Town, e.g.: trails, youth and seniors; and
- ▶ Publications of the semi-annual Community Seniors events and programming.

The Town's role has been evolving in regards to overall community services delivery. However, the focus of its day-to-day operations tends to be in the Belle River area, while overall planning, funding and risk management considerations cover the whole municipality.

Non-Profit and Community-Based Organizations

Non-profit and community service organizations play a very significant role in the delivery of leisure services in the Town of Lakeshore. The following reflects some of the key relationships that are often developed through formal contracts with the Town.

- ▶ The Belle River Optimist Club operates Optimist Park, including the maintenance and allocation of the diamonds;
- ▶ Lighthouse Cove Lions Club operates Lions Park;



- ▶ The Woodslee Baseball Association provides the baseball program in Woodslee and maintains Oriole Park, while the Town maintains the Millen Community Centre and Park;
- ▶ In St. Joachim, the park is maintained by a local committee, which also operates a combined youth baseball and soccer program;
- ▶ The Belle River Soccer Club undertakes the scheduling of the Lakeshore Soccer Complex while the Town maintains the facility;
- ▶ Minor sports groups for hockey, baseball, soccer and other activities prevail across the community and are responsible for delivering those key services;
- ▶ The Essex Region Conservation Authority is responsible for operating Ruscom Park, Tremblay Park and several other open space sites in Lakeshore;
- ▶ The Lower Thames River Valley Conservation Authority operates the Big 'O' Conservation Area, Lighthouse Conservation Area and the Rowsom's Tilbury West Conservation Area;
- ▶ The Maidstone landfill site is now dormant and is maintained by the Greater Essex Landfill Authority;
- ▶ Comber and District Historical Society Museum, the Underground Railroad Museum and the Maidstone Bicentennial Museum are operated by individual Boards of Directors;
- ▶ Many of the churches in the community operate halls that have some public use. As well, the Knights of Columbus have three halls within the community that are significant public venues;
- ▶ Special events and community celebrations are generally operated by specialized committees and volunteers, supported by the municipality in some cases;
- ▶ Numerous "Friends of" groups are forming in support of trails, waterways and other natural heritage resources.



The Private Sector

The private sector is involved with the following services:

- ▶ Four marinas.
- ▶ Five golf courses.
- ▶ Several fitness and preschool service operations.

School Boards

The School Boards provide secondary and elementary school facilities that have gymnasiums, specialized interior rooms and outdoor sports fields that support both their curriculum and sports teams, as well as provide for community use access within Board policies.

Essex County Public Library

The Essex County Public Library operates four branch libraries within the community, ranging from two that operate for twelve (12) hours a week, one for eighteen (18) hours a week and one for forty (40) hours per week. All of these facilities exist within municipal buildings with their facility costs paid for by the municipality.

Windsor YMCA

The Windsor YMCA delivers some child and youth programs within the community.

.3 Town of Lakeshore Service Delivery Model Summary

There are many partners in the delivery of leisure services in Lakeshore. Increasingly, the Town is fielding inquiries from groups who are looking for programs within their local areas, such as nursery school, Tai Chi, summer camps, arts and culture and related activities. In addition, there is a general perspective that the Town will take increased leadership roles in terms of major facilities such as new community centres, arenas, an indoor aquatic centre, trails and other activities that require significant infrastructure investment.

The day-to-day maintenance of selected parks and smaller community centres in the settlement areas rests with local groups. Most of these groups, through the consultation process, felt local operations and oversight of these facilities was important to their community and did not wish to see the Town take over all the operations of these resources.



On the other hand, the Town is facing increasing requests for additional operating funding for many of these parks and recreation facilities operators. As well, expectations are growing that the Town will provide capital investments for new facilities and existing facility renewal.

Further, the Town has some growing concerns about the unevenness of the standards of operation and risk management procedures that are now necessary to avoid unnecessary liability, and also to ensure fairness and equity as to facility accessibility across the community.

The central issue is the evolution of a larger community of 35,000 plus residents from a group of smaller communities where recreation services were delivered at a more grassroots level. The introduction of a larger community, the perspective of more standardized operations and the increasing emphasis on risk management, change parameters in terms of how parks and facilities need to be considered, both operationally and from a capital development perspective.

Another issue is that the municipality currently has a minor role in the allocation and scheduling of facilities outside of the Belle River Arena. This is a role, from a service delivery perspective, that most municipalities have taken on in order to ensure fair and equitable access, to create a centralized point of contact for reservations and permits, and to ensure insurance and other criteria are managed effectively to protect the interests of the municipality.



Finally, the Town has a limited number of staff for the operation of the facilities and parks that it is responsible for. It does have some staff associated with the operation of the arena and the repair and maintenance of playgrounds and related park venues.



.4 *Municipal Organizational Design*

The Town of Lakeshore has developed a capacity within its organizational structure for the delivery of community services. Figure 2.3-1 outlines the overall Town staffing organization, as well as that specific to community services. The Town of Lakeshore staffing team is led by a Chief Administrative Officer.

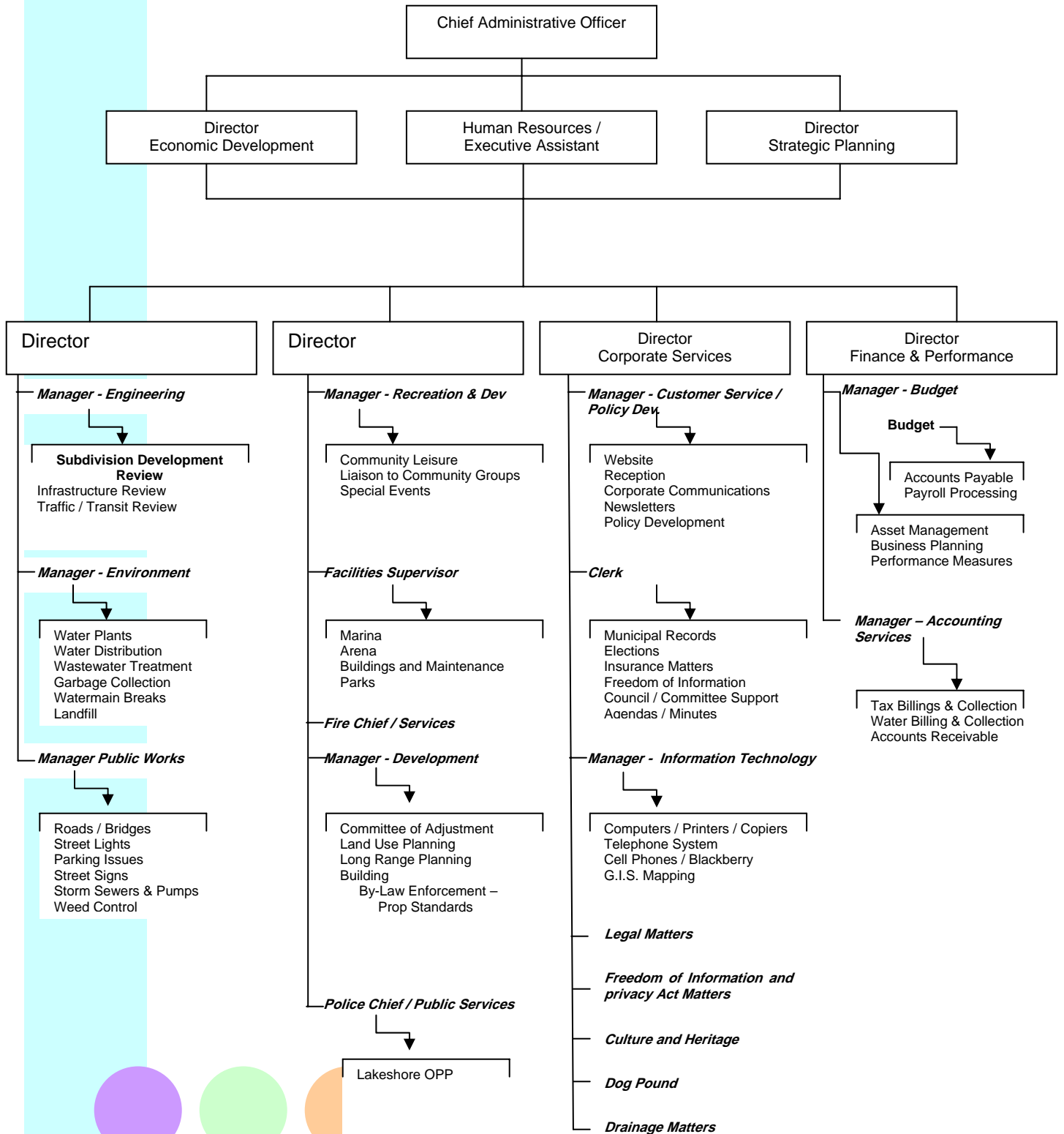
Three smaller operating units and four larger units or departments report to the CAO. For community services, four relationships prevail:

- ▶ The **Community and Development Services** Department, which is the primary unit responsible for the community services within this Master Plan.
- ▶ **Strategic Planning**, which is involved in the long-term planning and development of community services initiatives, involving considerations associated with the Municipality's Strategic Plan, the sourcing of grants and external funding, government relations and significant components of the Town's community development function.
- ▶ **Economic Development** related to tourism and interests that would be supportive to the ongoing needs for pursuing economic activity within the community.

Corporate services related to customer service and policy development which involves corporate communications, newsletters and website, which are key marketing tools for community services, as well as finance and human resource services.



**Figure 2.3-1
Town of Lakeshore Staff Organizational Chart**



Within Community and Development Services, three primary divisions have a direct impact in the Town's delivery of community services:

- **Recreation & Facilities Manager** – This position is responsible for community leisure services and programming, culture and heritage, community development, special events and youth and seniors councils.
- **Facilities Supervisor** – This position is responsible for the marina, arena, buildings and sites and parks maintenance.
- **Recreation Coordinator & Special Events** – this position oversees all recreation programs, facility rentals, municipal events, and liaison for all community groups including Sports Organizations.
- **Manager, Development Service** which is responsible for land use planning and long range planning, which has considerable implications for park site acquisition, park and open space development standards, development charges and related service planning inputs.

The overall Department is led by a Director who has other responsibilities associated with fire, police and broader land development services. The long-term vacancy in the Recreation Manager's position has had impacts with regards to the ongoing development and planning of leisure services, therefore, putting significant pressure on the Facilities Manager who has had to operate all parks and recreation services, plus undertake the normal responsibilities of the positions.

In terms of direct service delivery staff, the following resources are available:

- ▶ A Recreation & Facilities Manager
- ▶ A Facilities Supervisor
- ▶ A Recreation Coordinator & Special Events
- ▶ Four facilities and park staff
- ▶ A Marina Manager (seasonal)
- ▶ Seasonal and / or contract staff



The Department is not large in staffing numbers, reflecting the fact that many of the leisure services are delivered through local organizations, including site and facility maintenance functions in some settlement areas.

2.3.3 MUNICIPAL FINANCIAL PROFILE

.1 Introduction

The following material provides an overview of the revenues and expenditures the Town of Lakeshore has been engaged with in regards to the delivery of parks, recreation and culture services. The material covers the 2005 and 2006 fiscal year actuals and the 2007 budget program. In addition, separate tables are provided in regards to the 2007 budget forecasts for the Lakeview Marina and the Belle River Arena.

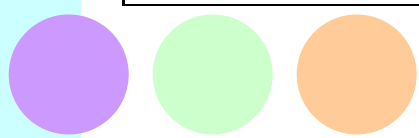
.2 Departmental Financial Profile

Table 2.3-1 profiles expenditures and revenues associated with recreation services, facilities management and marina / arena operations.

For recreation services, the net operating deficit is approximately \$341,000 of which recreation, parks and facilities is the dominant area of expenditures at over two-thirds of the total. Special events have revenues of approximately \$38,000 with expenditures just under \$60,000 for a net contribution from the Town of \$21,000. This net figure is similar for recreation program at \$20,550. Recreation administration had a net operating deficit of \$65,700.

**Table 2.3-1
Parks, Recreation and Culture Municipal Financial Profile
for 2005 and 2006 Actuals and 2007 Budget**

	2005	2006	2007	2007 % Coverage
RECREATION				
Recreation Administration				
Revenue	1,500	1,500	1,500	
Expenditures	195,288	67,230	67,230	
Net + / -	-193,788	-65,730	-65,730	2.2
Recreation Parks and Facilities				
Revenue	1,600	2,100	2,100	
Expenditures	205,738	234,738	239,738	
Net + / -	-204,138	-232,638	-237,638	0.1
Recreation Programs				
Revenue	50,800	34,450	34,450	
Expenditures	53,650	66,750	55,000	
Net + / -	-2,850	-32,300	-20,550	62.6



**Table 2.3-1
Parks, Recreation and Culture Municipal Financial Profile
for 2005 and 2006 Actuals and 2007 Budget**

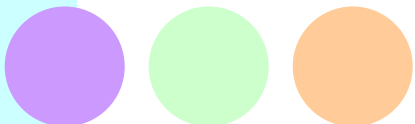
	2005	2006	2007	2007 % Coverage
Special Events				
Revenue	38,000	38,000	38,000	
Expenditures	57,300	59,100	59,100	
Net + / -	-19,300	-21,100	-21,100	64.3
FACILITIES MANAGEMENT				
Belle River				
Revenue	0	0	0	
Expenditures	101,046	174,546	114,546	
Net + / -	-101,046	-174,546	-114,546	0
Puce Road				
Revenue	0	6,000	0	
Expenditures	7,053	3,700	7,053	
Net + / -	-7,053	2,300	-7,053	0
St. Joachim				
Revenue	7,200	7,200	7,200	
Expenditures	6,209	7,209	7,209	
Net + / -	991	-9	-9	99.9
Stoney Point				
Revenue	6,000	6,000	6,000	
Expenditures	2,300	2,300	2,300	
Net + / -	3,700	3,700	3,700	260.8
Comber Medical Centre				
Revenue	9,600	9,600	9,600	
Expenditures	13,491	12,691	12,691	
Net + / -	-3,891	-3,091	-3,091	75.6
Comber Community Centre				
Revenue	15,000	15,000	15,000	
Expenditures	22,950	21,400	21,400	
Net + / -	-7,950	-6,400	-6,400	70.1
Staples Community Centre				
Revenue	0	0	0	
Expenditures	1,800	1,800	1,800	
Net + / -	-1,800	-1,800	-1,800	0
Millen Centre				
Revenue	7,500	1,000	1,000	
Expenditures	14,600	14,350	14,350	
Net + / -	-7,100	-13,350	-13,350	7
Maidstone Museum				
Revenue	0	0	0	
Expenditures	11,250	5,500	5,500	
Net + / -	-11,250	-5,500	-5,500	0

**Table 2.3-1
Parks, Recreation and Culture Municipal Financial Profile
for 2005 and 2006 Actuals and 2007 Budget**

	2005	2006	2007	2007 % Coverage
Tillbury West Museum				
Revenue	0	0	0	
Expenditures	10,000	10,000	10,000	
Net + / -	-10,000	-10,000	-10,000	0
OPP Offices				
Revenue	0	0	0	
Expenditures	55,100	55,100	55,100	
Net + / -	-55,100	-55,100	-55,100	0
Facilities Total				
Net + / - Expenditures	-200,499	-284,145	-233,498	
MARINA AND ARENA				
Marina				
Revenue	423,515	385,418	389,700	
Expenditures	491,392	436,609	389,700	
Net + / -	-67,877	-51,191	0	100
Arena				
Revenue	854,734	826,517	830,389	
Expenditures	881,504	831,853	810,389	
Net + / -	-26,770	-5,336	20,000	102.5
PARKS, RECREATION AND CULTURE				
Revenue	1,415,449	1,332,785	1,334,939	71.2
Expenditures	2,130,671	2,004,876	1,873,106	
Net + / -	-715,222	-672,091	-538,167	
Per Capita Municipal Contribution (31,000, 32,250, 33,500)				
	23.07	20.84	16.06	

In terms of percent coverage, which calculates total revenues earned by the operating component compared to its direct operating costs, recreation programs covers 62.6% of its expenditures while special events covers almost two-thirds. Recreation administration and recreation parks and facilities are primarily expenditure units with only marginal income capacity, totalling only \$3,600 in revenues between the two operating components.

In regards to facilities management, eleven facilities are identified in this category. Belle River, Puce Road, Staples Community Centre, the Maidstone Museum, Tilbury West Museum and the OPP offices - all generate no revenue, and therefore, have no coverage of expenses. Collectively, these facilities have a net expenditure by the Town of approximately \$210,000.



In 2007, the St. Joachim Fitness Centre matched revenues with expenditures, while the Stoney Point Centre (former Municipal Building) has a surplus of \$3,700 identified. The Comber Medical Centre and the Comber Community Centre will have planned deficits of \$3,100 and \$6,400 respectively with coverage rates in the 70% range. The Millen Centre will have a coverage rate of 7% on total projected expenditures of \$14,350.

From a facilities operations perspective, there is a wide range of financial outcomes for the Town's facilities. The majority of these facilities generate no revenue or the revenue accrues to other parties and the Town has responsibility for all or some of the operating expenses. The St. Joachim, Stoney Point, Comber Medical Centre and the Comber Community Centre have revenues that provide coverage for the majority or all of their expenses.

The dominant net cost item for facilities is the one in Belle River, which constitutes approximately 50% of the operating deficit in facility operations. The other facilities are all relatively smaller and have net individuals operating deficits in the \$3,000 to \$15,000 range.

The two museums do not generate revenue that goes to the Town. Collectively, these museums cost the Town approximately \$15,500 per year.

Overall, the Town plans revenues that cover 71.2% of the budgeted expenditures in 2007. This is a fairly high rate of coverage, as most municipalities are in the order of 55% to 65%, when considering extensive parklands and administrative costs that have no revenue coverage capacity.

On a per capita basis, the annual populations are identified for each of the three fiscal years, ranging from 31,000 residents in 2005 to 33,500 residents in 2007 based on the C.N. Watson report. With the increased population and declining net deficits for this service area, the per capita municipal property tax support has declined from \$23.07 in 2005 to \$16.06 in 2007. Proportionately, this represents a reduction in per capita investment by the Town of 30.4%.

The Town is investing approximately \$1.87 million in park, recreation and culture services. Revenues generated have remained relatively stable for 2006 and 2007 at approximately \$1.33 million. As a result, the Town has moved from a \$715,000 in property tax support in 2005 to \$538,000 as budgeted for 2007.

Two of the larger operational units are the Lakeview Marina and the Belle River Arena. The marina had a \$68,000 operating deficit in 2005 and a \$51,200 operating deficit in 2006. It is projected to break even in the 2007 budget.



Table 2.3-2 examines the revenues and expenditures for the 2007 budget year for the marina. Contract rentals constitute nearly one half of the projected revenues for the marina at 48.6% of total revenue, followed by gasoline and oil sales at 27.2% and transient dockage at 13.5%. Contract rentals and gasoline and oil sales represent over 75% of the total revenue base. Services, boat ramp access, restaurant rent and other income represent approximately 12% of total revenues or around \$40,000.

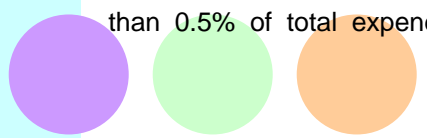
**Table 2.3-2
2007 Lakeview Marina Financial Profile**

Revenue	\$	% of Revenue
Contract Rentals	190,000	48.6
Transient Dockage	54,000	13.5
Gasoline and Oil	105,400	27.1
Services	9,450	2.8
Boat Ramp	16,750	4.4
Restaurant Rent	10,400	2.7
Other	3,700	0.1
Total Revenues	389,700	100.0
Expenditures	\$	% of Expenditures
Labour	119,204	30.6
Advertising	1,600	0.4
Travel and Merchandizing	6,500	1.7
Office and Admin	65,950	16.9
Operations	58,300	14.9
Fisheries and Oceans	53,000	13.6
Concession	4,300	1.1
Gasoline and Oil	92,500	23.7
Transfers and Deficit	-11,654	-3.0
Total Expenditures	389,700	
NET +/-	0	

In term of expenditures, labour costs are at just over 30% of total expenditures or \$120,000. Gasoline and oil supplies represent 23.7% of the budget. On a net basis, gasoline and oil sales generate approximately \$12,000 in net revenue forecasted for 2007, representing or 11.4% operating margin.

Office and administrative costs are at the 17% level, while day-to-day operations are at 14.9%. A rent is paid to the Fisheries and Oceans Department of the federal government of \$53,000 a year, which represents 13.6% of the marina's cost structure.

One of the smallest elements of the overall budget structure is \$1,600 for advertising, which is less than 0.5% of total expenditures. Being in a competitive market with a mandate to focus on



increased revenue generation and net surplus results, the advertising budget appears to be limited. Some of the \$6,500 associated with travel and merchandising could also be considered of marketing benefit to the marina. However, overall, the marketing and advertising component appears to be limited, resulting in more of a gravity-based marketing program that is one based on word-of-mouth and local knowledge of the marina's existence.

Table 2.3-3 examines the 2007 budget profile for revenues and expenditures for the Belle River Arena. For this year, a \$20,000 surplus is forecasted. For the two previous years, the arena had operating deficits of nearly \$27,000 in 2005 and just over \$5,000 in 2006. The surplus associated with 2007 comes about primarily due to account transfers.

**Table 2.3-3
2007 Belle River Arena Revenue and Expenditures Profile**

Revenues	2007	% of Component	% of Total Revenue
Minor Hockey	366,960	55.7	
Figure Skating	76,005	11.5	
Female Hockey	6,211	1.1	
Schools	5,600	0.9	
Tournament and Hockey Schools	31,319	4.8	
Public Skating	5,000	0.7	
Leagues	126,449	19.2	
Individuals	40,600	6.2	
Total Ice Revenues	658,144	100.0	79.4
Facility Rentals	24,988		3.0
Concessions	136,000		16.5
Other	8,000		1.1
Total Ancillary Revenues	168,988		20.6
Total Revenues	996,120		100.0
Expenditures	2007	% of Component	% of Total Expenditures
Labour	349,091		43.3
Operation	310,050		37.5
Park Facility	2,750		0.4
Concession	64,200		7.9
Transfers	86,295		10.7
Total Expenditures	812,386		100.0
NET +/-	20,000		



Some of the highlights for the Belle River Arena budget operation are as follows:

- Minor hockey is the dominant user of the facility, spending almost \$367,000 in ice rentals, representing 55.7% of total ice revenues.
- Adult leagues represent over \$126,000 in revenue or nearly 20% of total ice revenue.
- Female dominated ice uses, in terms of figure skating and female hockey, appear to be limited at approximately 12.6% of total ice revenues or \$82,000 in purchases.
- Ancillary operations generate an additional \$169,000 or 20.6% of total revenues. The dominant component of the ancillaries involves concessions at \$136,000.
- The gross operating income for the concessions is 52.8% before labour and other costs and after cost of goods sold. This is generally considered a good return. The industry standard is generally 30% net operating income on concessions in arenas after cost of goods and operating costs.
- In terms of expenditures, labour and operations represent 80.8% of total costs and are relatively even split. Utilities represent the most significant portion of the operational costs.

The projected financial results for 2007 for the Lakeview Marina and the Belle River Arena indicate the intent for these facilities to operate on a self-financing basis in terms of their revenues covering direct operating costs. Further considerations in terms of Town ownership of the Lakeview Marina could reduce operating costs by \$53,000 a year in terms of the water lot fees paid to the federal government. Also, the advertising account likely will not support increased demand generation in an increasingly complex market facing more competitive venues, higher gasoline costs to operate boats and other considerations that could influence this market.

In terms of the arena, the activity levels are dominated by minor hockey and adult leagues, with more limited female utilization. The introduction of additional ice facilities in Essex and potentially Tecumseh, could impact on the financial statements for the Belle River Arena in the future.

Overall, the Town of Lakeshore is making significant annualized operating investments in parks, recreation and culture services. These investments are not necessarily at a high level of the municipal range compared to other municipalities. These investments also reflect a fairly distributed

service delivery system in terms of local parks and halls / centres spread across the community. This model has some increased operating costs associated with the loss of economies of scale associated with a concentrated urban form. However, local identity and servicing is important to many residents and many of these halls are operated by local volunteers which reduces their potential cost impact compared to direct operation by the Town had to operate these facilities directly.

2.3.4 CONTRACTS REVIEW

A series of municipal and partner contracts were provided for review to the Consultants. The following material provides some of the key highlights.

.1 Township Of Tilbury West and Scouts Canada

This contract provides for Scouts and Girl Guide use of the Tilbury West Centre, utilizing the upstairs area as a "Scout Hall".

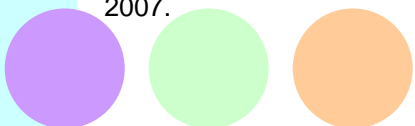
The highlights of this agreement provide for the following:

- ▶ The exclusive use by the Boy Scouts, Cubs, Adventurers, Beavers and Girl Guides of Canada and Brownies, of the upstairs meeting room.
- ▶ Storage will be provided for other activities in the upstairs in an area adjacent to Scout Hall.
- ▶ The Township and the Committee are not liable for any loss or damage experienced by these user groups.
- ▶ Lower hall use will have precedent over upper hall use.
- ▶ The agreement was for one year and can be renewed the following year.

This agreement was made in 1996 and authorized in March of that year. It provides a permanent facility for Scouts and Guides programs. No costs or related financial considerations are identified. The key operational consideration is the exclusive use of Scout Hall.

.2 Town of Lakeshore and the Christian Fellowship Learning Centre

This agreement provides for a lease of the Staples Community Centre to the Christian Fellowship Learning Centre for a term of ten months commencing September 1, 2006 and expiring June 20, 2007.



The key points of this agreement are:

- ▶ Public is to have access to the land surrounding the building for park purposes.
- ▶ A payment of \$5,000 in monthly instalments of \$500.00 is to be undertaken to the Town.
- ▶ The Town has the right to offer the property for sale if it is declared surplus.
- ▶ The tenant is responsible for all maintenance.
- ▶ Use is exclusive to the purposes of a home school.

The agreement allows the Town to rent an underused facility and generate revenues. It has a ten-month limit and a continuation clause identified.

.3 Town of Lakeshore and the Optimist Club of Belle River

This agreement was signed in June 1998 and allows the Optimist Club of Belle River to lease, maintain and use the property and recreation facilities known as Optimist Park.

The key terms and considerations of this agreement are as follows:

- ▶ Initial term of three years with options to extend the term of this lease on the same terms and conditions for a period of twenty-one years.
- ▶ Renewal is automatic unless the lessee notifies the Town of its wish to cancel the agreement.
- ▶ The rent is nominal at \$1.00 per year.
- ▶ The premises can be used specifically for recreational purposes for the citizens of Lakeshore.
- ▶ The Town is responsible for utility costs.
- ▶ Town approval is required for any structural or other improvements on the venue with the lessor having no ownership interest in any improvement constructed on the property by the lessee.



- ▶ Upon termination of the lease, the lessee shall surrender to the lessor possession of the property together with all improvements constructed.
- ▶ The lessee is responsible to keep maintained at their own cost the property and all improvements now or developed in the future.
- ▶ The lessee can terminate the lease under certain loss provisions, such as 80% destruction of site improvements at fair market value.
- ▶ The lessee is required to provide \$2 million of insurance coverage for injury or death and \$250,000 for damage or destruction of property.
- ▶ The lessee can assign this lease in part or in whole to any subsidiary corporation of the lessee. Any other assignment requires the approval of the Town.

There are many other provisions in regards to this lease that govern termination, loss, bankruptcy, right of quiet enjoyment and other considerations. However, the essence of the lease is that for twenty-one years, starting in 1998, the Optimist Club is entitled to operate Optimist Park and to develop facilities therein. The cost of operation and facility development rests with the Club, as does the day-to-day maintenance, insurance coverage, etc.

The Club has taken on a community asset in order to improve the quality of life for children, being the Club's primary focus in providing service to the community.

.4 Town of Lakeshore and the Comber Agricultural Society

This agreement is dated December 23, 2002 between the parties. It involves the entitlement of the Society to use the Comber site for its Annual Fall Fair for a period of eleven days per year. The agreement also references lands owned by the Town and lands owned by the Society. The lands owned by the Society are being leased to the Town, who will be responsible for their ongoing maintenance. In exchange the Town receives free indoor storage for grass cutting equipment from the Society.

The Town will operate the leased premises and attached facilities based on the policies of the Town. The Town will also maintain the playground equipment on the land and will be solely responsible for the replacement of that equipment.



The following other conditions prevail:

- ▶ The Town agrees to pay the cost of hydro, water and sewer services on the leased premises.
- ▶ The Town agrees to provide the Society with special assistance during the annual Comber Fair, which is to include:
 - Additional time to erect a Fair banner and removing same following the conclusion of the event.
 - Providing snow fencing.
 - Providing the required additional grounds in preparation for the Fair.
- ▶ The Town agrees to allow full public access to the leased premises via McAllister Street and will maintain the roadway running from the main parking lot to the north on the Society's land.
- ▶ The Town will undertake all repairs and replacement of items due to the normal wear and tear of the use of the property and will not install permanent structures or fixtures without the mutual consent of both parties.

This agreement allows for the consolidation of the two properties into one recreational venue that the Town maintains. The Society gains access rights for its Fair, as well as storage of its equipment.

.5 Township of Tilbury North and the Lighthouse Lion's Club

This was an agreement completed on May 15, 1997 between the parties based on a request by the Lion's Club to allow the Club to operate a public park on lands in the Lighthouse Cove area.

The key requirements are:

- ▶ The Township was required to declare the designated lands parkland and to establish them as a community recreation centre under the Community Recreation Centres Act.
- ▶ The Township granted exclusive rights to the Club to use the parklands for the purpose of a public park for \$1.00 per year.



- ▶ The Town may terminate this agreement or demand the removal of any one or more of the improvements, facilities or services on the parkland at any time on giving the Club three months notice in writing. The Town would not have to pay any compensation to the Club.
- ▶ The Club shall at its own expense, install improvements, facilities or services for recreational use by the public.
- ▶ The Club is responsible for all operating and maintenance expenses.
- ▶ The Club requires the approval of the Town for any improvements that it wishes to develop on the site.
- ▶ The Club is responsible for developing an access road to Quinville Drive and is responsible for all maintenance of that roadway.
- ▶ The Club is responsible for installing a waterline, meter and other items before opening of the park for public use.
- ▶ The Town has the right to undertake the construction of a waterline across the site if development occurs around the park.
- ▶ The Club is responsible for providing sanitary waste facilities, public liability and property damage insurance.
- ▶ This is a non-payment agreement that has no term, however, the Town has the right to terminate the agreement at its discretion.

.6 Belle River Minor Soccer Club

This agreement was signed in 2002 between the Town of Lakeshore and the Belle River Minor Soccer Club. It has twenty-one clauses, which speaks to the relationships and the roles and responsibilities between the Soccer Club and the Town in regards to the Lakeshore Soccer Complex.

The key dimensions of the agreement are as follows:

- ▶ The Town leases the property to the Club for which there is a schedule available that describes the venue, as well as provides a description in Schedule A.
- ▶ The length of the lease is for thirty years, running to 2032.

- ▶ The Club pays \$1.00 a year for use of the venue.
- ▶ The Club agrees to follow all municipal policies and procedures with respect to the operation and maintenance of the venue, including not allowing any nuisance uses or other uses that are illegal or contravene any act of any government or regulatory body.
- ▶ The land is to be used solely for the purchase of providing recreational opportunities to residents of the Town of Lakeshore, which includes soccer and other recreational activities.
- ▶ The Club is responsible for continued maintenance, repair, purchase of supplies and cleaning for any aspects of the venue. Also, the Club is responsible for gas, electricity, light and other utility costs and will hold the Township indemnified against any liability or damage in this regard.
- ▶ The Club is required to have continuously in place \$3 million of liability insurance per occurrence.
- ▶ The Club can make improvements to the venue, but for any permanent installations, requires written approval from the Town based on plans, specifications and related requirements with all improvements becoming the property of the Town at the end of the lease period.
- ▶ There is no provision for subletting by the Club of any components of the venue unless the Town provides written acceptance and approval for such an initiative.
- ▶ Any amendments to the contract require the written approval of both parties. Also, the Town is required to request approval from the lessee for any booking or scheduling activities the Town wishes to undertake on the property.
- ▶ The Town has the right of access to the property and is responsible for regular garbage removal from the containers on the site.

This agreement by the Town with the Soccer Club provides the land to the Club for the soccer complex. The Club has responsibilities in terms of ongoing maintenance, scheduling and related responsibilities. A series of controls are in place in terms of indemnifying the Town against any liability, further development of the property and related to considerations.



Subsequently, it is understood that the Town has assumed responsibility for the grass cutting and turf maintenance program and will be expanding the parking lot at the facility. As identified in the consultation input received from the Soccer Club, there are plans in the future to enhance the overall development of the venue through increased facilities, expanded soccer fields and potentially a club house and stadium capacity in the long-term future.

Based on this contract and subsequent changes, it would appear that the Club has not been able to sustain the funding levels necessary to enhance the facility or undertake the maintenance, which are considerable responsibilities for the scale and scope of the facilities that are involved.

The model of the contract reflects some of the contractual relationships with Woodslee, Stoney Point, St. Joachim, Lighthouse Cove and Optimist Park in Belle River related to local groups assuming operational responsibility for municipal facilities and venues, with no or limited municipal investment in their annualized operations.

.7 Summary

The Town of Lakeshore has developed agreements with or has inherited agreements with a host of service clubs and service provider organizations for use of various Town facilities and venues. The agreements are all unique. Some have termination dates of only ten months while others go on in perpetuity. All of the agreements have limited payments to the Town, except for the agreement in Staples, which has a market-based rent.

Some of the agreements involve exchanges of lands, but provide lessees absolute access. Some require insurance while others have limited or no identification of such requirements.

The agreements reflect historical developments and ad hoc arrangements. If the Town is going to continue to enter into agreements, a perspective will need to evolve in terms of some standardized criteria and requirements.

Such criteria and requirements could include:

- ▶ Identified terms and exit strategies.
- ▶ Health and safety/risk management.
- ▶ Standardized insurance coverage.
- ▶ Detailed utilization profiles for the venues and sites.



However, these agreements would also need to be flexible, as not all criteria will apply to every situation, such as the Comber Agricultural Society Agreement compared to the Optimist Park Agreement. In some cases, the lessees are providing significant assets, such as land. In other situations, they are taking over the direct operation of Town assets.

2.4 Documents and Policies Review

2.4.1 INTRODUCTION

As part of the Situational Analysis Report for the Community Services Master Plan, available documents and policies linked to the delivery of community services were reviewed. The following provides a summary of key considerations and outcomes of these documents that are relevant to the Master Plan.

2.4.2 MUNICIPAL DOCUMENTS

.1 *Town of Lakeshore Strategic Plan*

On March 6, 2007 the Town of Lakeshore Strategic Plan was published. A strategic plan establishes the foundation for other connected planning initiatives, such as the Town of Lakeshore Community Services Master Plan, as it sets an organization's strategic intents, directions and priorities.

Vision Statement

A Vision Statement defines the long-term horizon towards which the community wishes to move. The following Vision Statement has been developed for the Town of Lakeshore.

A progressive Town of healthy, integrated communities

This Vision Statement articulates a vision of a progressive and leading community that is healthy in terms of the physical health of its residents, as well as the environmental and economic health of the municipality. The Vision further identifies the concept of integrated communities that speaks to the fact that Lakeshore is made up of many different communities, including ethnocultural communities, former municipal communities, rural and urban communities and other clusters of people that have a common perspective.



Mission Statement

A Mission Statement identifies the nature of the community and the essence by which it will operate. The following Mission Statement has been developed for the Town of Lakeshore.

To nurture a unified Town that sees possibility, inspires innovation and realizes potential.

The Mission Statement reinforces the notion of unification and also innovation, creativity and realizing the potential of its people and resources. The Mission Statement presents a forward-looking, progressive community perspective.

Objectives

The following objectives give substance to the outcomes that the community is looking to achieve strategically.

- Lakeshore will ensure that our Town...**
- **Is well-serviced and well-equipped (servicing and facilities);**
 - **Is economically progressive and successful (economy);**
 - **Has character and a sense of place (community);**
 - **Is naturally inviting and environmentally aware (environment);**
 - **Is responsible, accountable and influential (administration);**
 - **Is on the move (transportation).**



The objectives articulate an emphasis on a balance of services and facilities, having a strong economy, a clearly evident community character and identity and a sustainable, natural environment. Being accountable and ensuring transportation capacity are also key outcomes in facilitating these objectives.

Under each of the objectives, a series of outcomes are identified. The following information identifies key community service considerations related to the individual objectives identified in the Town of Lakeshore Strategic Plan.

Objective 1 – Well-Served and Well-Equipped

- | | |
|--------------------------|--|
| Servicing and Facilities | <ul style="list-style-type: none">▶ Improve access to the waterfront.▶ Communicate with residents.▶ Expand recreation facilities and services.▶ Health promotion and health services. |
| Economy | <ul style="list-style-type: none">▶ Promote the Town as a tourist destination.▶ Maximize the Community Partnership Fund. |
| Community | <ul style="list-style-type: none">▶ Recognize individual communities and strengthen the function of each.▶ Create youth and seniors advisory councils. |
| Environment | <ul style="list-style-type: none">▶ Increase environmental awareness.▶ Support land conservation initiatives. |
| Administration | <ul style="list-style-type: none">▶ Define roles and responsibilities for services delivery. |
| Transportation | <ul style="list-style-type: none">▶ Improve and promote trails and pathways. |



Within the objectives, key strategies are identified that will influence the development and achievement of the community services objectives.

Continue to upgrade, maintain and service basic infrastructure requirements:

- ▶ Develop creative ways of financing infrastructure improvements through partnerships, special levies, development charges, etc.
- ▶ Implement five, ten and fifteen-year plans.

Improve access to the waterfront:

- ▶ Educate, increase awareness and promote existing opportunities.
- ▶ Develop improved relationships with the ERCA.
- ▶ Improve facilities available at the waterfront.
- ▶ Develop criteria for public access and a Recreational Master Plan.
- ▶ Investigate opportunities resulting from rail relocation.
- ▶ Establish long-term shoreline property for public use via a purchase strategy.

Housing:

- ▶ Plan for liveable communities where people can walk to work, shop, use schools and access services.

Expand recreation facilities and services:

- ▶ Investigate opportunities in rural areas.
- ▶ Partner with schools, YMCA and private corporations.
- ▶ Ensure access to facilities for all residents.
- ▶ Establish parks, recreation and leisure committee with links to all groups.
- ▶ Assist sports and recreation groups with funding.
- ▶ Develop a Lakeshore Athletic Association to coordinate groups.
- ▶ Pursue a multi-use recreation facility in conjunction with Master Plan recommendations.
- ▶ Enhance Town community centre facilities.



Objective 2 – Economically Progressive and Successful

Form economic partnerships within the Town:

- ▶ Examine opportunities to provide services in partnership with other municipalities.

Promote the Town as a tourism destination:

- ▶ Create a shoreline development strategy.
- ▶ Explore the potential of ecotourism.
- ▶ Promote and support a greater number of local festivals and events.
- ▶ Secure a major destination-oriented tourism attraction.

Maximize the Community Partnership Fund:

- ▶ Increase the amount of funding invested in this program.
- ▶ Better promote the Fund.
- ▶ Develop partnership projects with other local groups and the Ontario Trillium Foundation.

Ensure that the Town has sufficient energy to accommodate growth and is energy efficient:

- ▶ Ensure that municipal facilities and equipment from buildings to vehicles to lawnmowers are energy efficient and operate in coherence with best conservation practices.



Objective 3 – Has Character and a Sense of Place

Recognize individual communities:

- ▶ Promote diversity of the Town, including smaller communities and neighbourhoods.
- ▶ Continue to recognize volunteers within the communities.

Strengthen the function of each community:

- ▶ Encourage and support primary community service core areas with community centres.
- ▶ Promote a “Support Your Communities” campaign to encourage people to shop in their community and to contribute and volunteer.
- ▶ Develop the history and heritage of each community.
- ▶ Enhance the profile image of the Town as a distinct and readily identifiable Ontario community.

Create youth and seniors advisory committees:

- ▶ Develop and maintain a youth advisory committee.
- ▶ Develop and maintain a seniors advisory committee.

Objective 4 – Environmentally Aware and Inviting

Become leaders in energy conservation:

- ▶ Lead by example in terms of municipal operations.
- ▶ Promote “Green Lakeshore” policies, programs and procedures.

Increase environmental awareness:

- ▶ Support school-based environmental clubs to strengthen environmental education and awareness.
- ▶ Encourage continued expansion of groups, such as “Friends of Conservation Areas.”

Support land conservation:

- ▶ Provide grants for planting trees and tree preservation.
- ▶ Identify natural heritage areas.
- ▶ Incorporate policies and by-laws to protect and preserve natural heritage areas including



woodlots.

- ▶ Re-establish vegetative buffers along streams and shorelines.

Objective 5 – Responsible, Accountable and Influential

Identify and resolve internal issues:

- ▶ Avoid duplication of services.
- ▶ Improve communications with other levels of government.
- ▶ Improve communication with other municipalities.
- ▶ Present a professional image to other municipalities and the province.
- ▶ Develop and maintain a government relations strategy related to interaction with senior government levels.

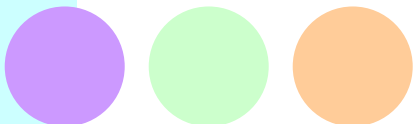
Objective 6 – On the Move

Establish transit connections with Lakeshore and the region.

- ▶ Improve trails and pathways.
- ▶ Develop and enhance a canoe trail system.
- ▶ Add more pedestrian sidewalks.
- ▶ Ensure that appropriate and adequate lighting is in place to foster safety and security.
- ▶ Work cooperatively with CN and the Essex Region Conservation Area to explore potential projects and funding sources, including the possibility of a rails to trails conversion.
- ▶ Continue with expanded efforts to link the lakefront using a trail system.
- ▶ Use trails and paths to better link subdivision with one another.
- ▶ Add bicycle lanes and paths throughout the Town.

Servicing:

- ▶ Plan for and develop sustainable and walkable communities.
- ▶ Ensure that road infrastructure is compatible with multiple uses.



In fulfilling the Strategic Plan, the Town has identified five roles that it can undertake:

- ▶ **Leader:** A galvanizing force for change and progress.
- ▶ **Broker:** The Town has limited financial resources and must form partnerships and build alliances if it is to maximize Strategic Plan implementation.
- ▶ **Communicator:** – The initiator of a sustained, though evolving, communications program.
- ▶ **Facilitator:** – The Town itself cannot provide all the solutions, and therefore, it needs to facilitate partnerships and other collaborative initiatives to achieve the outcomes desired.



From a community services perspective, the Strategic Plan identifies a significant array of objectives and strategies. The primary ones include:

- ▶ Trails, sidewalks and linkages.
- ▶ Preservation of natural areas, river corridors and related lands.
- ▶ Access, protection and greater utilization of the waterfront.
- ▶ Development and sustainability of community centres in smaller communities.
- ▶ The potential for a multi-use recreation centre.
- ▶ Seniors and youth programming and related population supports.



- ▶ Energy conservation in the delivery of all services, facilities and parks operations.
- ▶ The use of partnerships inside the community, with neighbouring communities and other groups to bring services to the community.
- ▶ Enhance volunteer, recruitment, training and development and recognition.
- ▶ Linking the quality and the array of leisure facilities with the size and scope of the community to support economic development, quality of life and long-term sustainability.
- ▶ Enhance arts and cultural programming and facilities.
- ▶ Emphasis on historical and heritage conservation and heightened awareness and value for these dimensions of community life.

The Strategic Plan is a futuristic perspective with many intended outcomes and objectives. The community services area in terms of arts, culture, heritage, recreation and parks is one of the primary dimensions woven throughout the Plan's directions and strategies.

.2 Draft Transportation Master Plan, March 2007, IBI Group

The purpose and objectives of the Transportation Master Plan is to provide a comprehensive long range plan that integrates the transportation infrastructure requirements of existing and future land use with the community planning principles of the Town of Lakeshore for growth management, public safety, affordability, economic vitality and quality of life developed through the Town's new Official Plan. On behalf of the Municipality the Consultant undertook a number of public meetings, discussions with staff related to transportation facilities, undertook an analysis of demand and existing transportation usage. There was a discussion of opportunities for transportation growth needs.

The study looked at pedestrian facilities with respect to current conditions, opportunities and policy development. In addition the study reviewed bicycle facilities with respect to current conditions, route connectivity and design standards.

The Transportation Master Plan recommendations include provision for bicycle facilities, sidewalks and trails. Through the Secondary Plan process the Transportation Plan intends to promote pedestrian friendly development and the incorporation of pedestrian and bicycle facilities. The Master Plan implementation will include recommendations to ensure pedestrian and cycling facilities are available for both transportation and recreation use in the Town of Lakeshore.

.3 *Town of Lakeshore: Natural Heritage Feature Inventory, January, 2007.*

This report provides a detailed inventory and assessment of natural heritage features in the northwestern area of the municipality. It was prepared by the Town and the Essex region Conservation Authority. These features include: wetlands, woodlands, valleylands and significant wildlife habitat. The purpose of the document is to assist the local government in identifying appropriate land use designations for the new Official Plan, as well as areas for securement / acquisition in the Community Services Master Plan. The Inventory includes 21 natural heritage feature sites and provides a detailed listing of species common to each site. Twelve sites are located in the northwest corner of the Town north of County Road 42 and west of Puce River. Eight sites are found south of County Road 42 near and adjacent to Highway 401. Two are east of Puce River, north of County Road 42 and one site is north of County Road 22 and east of Pike Creek.

The Recommendations section area of the Inventory includes an objective to “promote connectivity and natural linkages between natural features.” Another objective is to encourage private individuals and businesses to participate in tree planting, restoration and stewardship programs and opportunities. The document also provides restoration recommendations and suggests that any habitat restoration initiative apply the following guidelines:

- ▶ That the landscape is an interconnected system; preserve/re-establish streamside vegetation;
- ▶ Enhance biodiversity;
- ▶ Utilize native species;
- ▶ Work with site’s natural vegetation/capabilities; and
- ▶ Create low maintenance, ecologically self-sustaining solutions. Any restoration project may accommodate passive recreational uses such as trails, boardwalks and interpretive panels.

2.4.3 DEPARTMENT DOCUMENTS

.1 *Community Partnership Fund – Lakeshore 2007*

The Town of Lakeshore operates a Community Partnership Fund. A document is available that proponents are required to complete and submit to the Township. The submission date is December 15 of each year at 4:00 p.m. In 2006, the Town awarded some \$90,000 towards



nineteen community projects under this Fund. The net value of all of those projects resulted in the leveraging of \$293,800 in additional community investment from other sources.

The following material provides highlights of the Fund operation:

- ▶ Administered by the Strategic Services Department of the Town.
- ▶ Is an annual program, and is subject to annual budget approval by Town Council.
- ▶ The purpose of the program is to offer matching grants from the Community Partnership Fund to enhance the quality of life in all areas of development of a healthy community, as well as for culture, heritage and community celebrations, festivals and events.
- ▶ The Fund is not intended to duplicate other sources of funding or grants available to groups.
- ▶ Priority will be given to projects that are developed on a partnership basis with municipal departments, facilities, operations and programs.

Three key community capacity building outcomes are identified for the Fund:

- ▶ Assist in the improvement of municipal parks and facilities for use by residents and visitors.
- ▶ Engaging residents and other stakeholders in a sustained collaborative effort to strengthen and improve conditions within the Town.
- ▶ Mobilize community resources, programs and events that demonstrate community leadership, benefit volunteerism and the community.

Two project categories are identified:

- ▶ Mainstream grants with the following focuses:
 - Municipal parks and facility improvement.
 - Sports and recreation.
 - Arts and culture.



- Community capacity building.
- Heritage.
- Health and physical activity.
- Environment.
- Youth and senior services development.
- Assisted access to non-profit facilities, open to use by the general public for persons with disabilities.
- ▶ Festivals and events involving:
 - Multi-cultural events.
 - New community festivals.
 - Festival expansion.
 - Community celebrations.

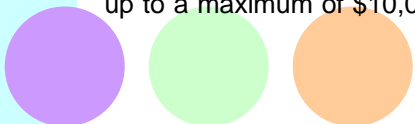
The grants are one time funding and are not intended to create organizational or program dependency on Town financial support.

Main stream applicants need to ensure that there is no duplication and that community need is identified. They are to outline volunteer participation and ensure capacity building, partnership development and that the financial resources are available to fulfill the mandate.

Festival and event applications need to demonstrate community support, equipment rental requirements, marketing requirements, event expansion opportunities, seed funding and event insurance.

Funds cannot be used for administrative costs; research, training and workshops; activities of a religious nature; organization-specific advertising; core operating costs or capital building campaign; operating or capital deficits; or subsidizing annual activities.

Projects that can be funded under the main stream component, are entitled to 50% of project costs up to a maximum of \$10,000. For festivals and events, the potential contribution is up to 50% to a



maximum of \$2,500. A series of other requirements and conditions are identified in completing the applications.

Applications go through a three-part application process involving the application stage, the evaluation and approval stage and the completion and finalization stage.

This community funding program is an important contribution to many community-based initiatives. It is one time funding that supports new initiatives, expansion of existing programs and services and facilitates investments within parks and facilities that are important to the delivery of community services across the community. This type of support, approximately \$90,000 a year, is a key investment by the municipality in the Town’s quality of life capacities and attributes. The leveraging capabilities of such funding are also critical, considering that four times the value of the initial grants was realized in 2006 by community groups who participated. Table 2.4-1 provides a profile of the 2006 distribution of the funds.

Table 2.4-1 2006 Community Partnership Fund Grants Distribution	
	(\$)
Special Events and Festivals	14,841
Sports Events	5,000
Community Events	3,545
Recreation Facilities and Equipment	35,724
Parks and Equipment	30,000
Signage	9,000
TOTAL	98,110

Approximately 80% of the funds were used for infrastructure in terms of recreation facilities and equipment, parks and related equipment and signage. The other 20% was utilized for special events and festivals, sports events and community events. The latter funds were principally for the Comber Fair and Parade.

The data gives a flavour for the types of projects that have been supported. However, requests for some social service programming supports and select equipment considerations were not funded due to criteria gaps or the inability to partner successfully.



.2 *The Town of Lakeshore Restructuring Study for the Parks and Recreation Department, July 2000*

The Town retained a consultant in 2002 to undertake a review of the organizational structure of its Parks and Recreation Department.

The highlights that emerged from the study are as follows:

- ▶ The operating philosophy recommended supports the delivery of sports, recreation programs and events by community and other service provider agencies, with the management of the Town's parks and facility infrastructure by municipal staff. This was felt to be consistent with the geographical configuration of the community and the direction of Council.
- ▶ The Town's role would be to focus on direct responsibilities for the safe and efficient management of its assets and to provide facilitation services to support community groups as the direct deliverers of leisure programs and events.
- ▶ It was identified that the Town needs to develop clear and consistent operating procedures to manage their assets and maximize their effectiveness and cost efficiency.
- ▶ The Town's Parks and Recreation Department had virtually no policies consistent with operations over a large geographical area. The study identified concerns for the Town's liability in the absence of policies.

The report goes on to identify over thirty recommendations:

- ▶ Fourteen recommendations in regards to addressing operating philosophy, structure and policies.
- ▶ Twenty-nine recommendations in regards to community, marketing and performance measures.

In regards to organizational staffing, the following recommendations were presented:

- ▶ Primarily a facilitation and community development role for the Department.
- ▶ The recruiting of a Director of Parks and Recreation, a Parks and Facility Manager, an administrative assistant and an arena / marina lead hand over various periods of time.

- ▶ Formation of a Parks and Recreation Committee.
- ▶ Development of policies to support services delivery and operations.
- ▶ Position the marina as a business centre.

In regards to communications, marketing and performance measures, the following key recommendations are identified:

- ▶ Semi-annual stakeholder liaison meetings and the development of a boater liaison group.
- ▶ Introduction of a leisure activities column in the local newspaper.
- ▶ Introduction of comment forms in major facilities for customers to provide feedback.
- ▶ A branding and signage strategy.
- ▶ Annual community brochure.
- ▶ Development of a strategic business plan for the Town's marina.
- ▶ Endorsing operating and service goals for the Parks and Recreation Department.
- ▶ Purchase of software for facility operations.
- ▶ Remain competitive with surrounding arenas related to non-resident user fees.
- ▶ Development of sponsorships for key activities, such as public skating times.
- ▶ A series of recommendations in terms of arena utilization, pricing and target marketing.
- ▶ Redesign of the arena.

A number of these recommendations have been implemented, particularly in regards to the reorganization of staffing. However, resources and related considerations of marketing and other components of the study have not been implemented to date, in light of all the other planning activity going on in the Department, the development of the Community Services Master Plan and other considerations.



.3 "Ensuring and Maintaining the Quality of Recreational Park Facilities in Lakeshore": A Feasibility Study for the Lakeshore Recreation Department

The Parks & Recreation Director, Town of Lakeshore, completed this feasibility study in January, 2002.

The focus of this feasibility study was to establish a park maintenance program through examination of the operational and maintenance costs of park area maintenance. A site condition assessment was undertaken that revealed that the local parks were in poor condition with play areas being either damaged or improperly maintained. Given the condition of park areas, an underlying concern throughout the assessment was that of the local government's liability risk. The study recommended establishing 3 part-time summer maintenance positions. Capital costs of equipment replacement would be offset by improved and on-going maintenance to increase the lifespan of play area equipment. Improved equipment maintenance would also reduce the potential of liability claims. Savings would be realized through program efficiencies.

.4 "Determining the Recreational Needs of Youth in the Town of Lakeshore": A Survey Conducted on 924 children in the Town of Lakeshore, between the ages 5-13, in order to more effectively determine programming needs.

The Parks & Recreation Department, Town of Lakeshore compiled the results of this survey in September, 2002.

Eight area school students participated with 924 surveys being completed. The survey examines the recreational needs and interests of the Town of Lakeshore's children in terms of: barriers to recreational participation; improvements to municipal recreational programming and facility requirements; gauge capacity of existing programs and facilities; ascertain community's program awareness; role of age in preferences; and targeting under-serviced population groups. The survey revealed an interest in outdoor skating rinks, attending spring camps and outdoor pools. This revealed an interest in activities and facilities not offered by the Town. There was also evidence of lack of awareness of existing programming and the need for improved communication by the Town. Household respondents to a Community Needs Assessment by the Lakeshore Community Services on Health, Housing, Transportation & Recreation showed the need for a community pool, biking/walking trails, parks and a youth centre. The Survey concludes that the Parks & Recreation Department should prepare an annual brochure identifying programs and facilities to, not only promote these, but to facilitate their delivery. The Survey concludes with the suggestion that the Town undertake a feasibility investigation into the construction of outdoor pools and skating rinks.



.5 2005 Seniors Needs Assessment Study: Examining the Needs of Lakeshore Seniors

This study was undertaken by Lakeshore Community Services, with grant funding by the Social Development Canada using primary and secondary data compiled over a 10 month period and completed in 2005.

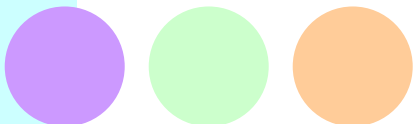
The Needs Assessment Study's goal was to explore the most challenging issues facing seniors living in Lakeshore in terms of health care, housing and recreation. In terms of recreation needs, the Study identifies 5 program areas of concern for seniors: 1) wellness program, 2) walking programs, 3) walking trails and pathways, 4) community dinner/movie night, and 5) community connection program. Under the wellness program, the need was to develop an awareness campaign to educate seniors of the benefits of regular physical exercise. Walking programs should be developed as an organized activity, specifically for seniors in Stoney Point. Seniors noted the existing walking trails needed improvement and that more trails should be developed. Again, an organized activity, such as a community dinner or movie night, could be hosted at various locations within the municipality. Finally, a community connection program should be created to reduce isolation and loneliness of community seniors and also provide the opportunity to participate in organized recreational activities.

.6 Township of Maidstone: Recreation Master Plan: Community Questionnaire Results

A community questionnaire was administered by Prince, Silani & Associates Ltd. The results were compiled and completed in April, 1996.

The questionnaire format was both quantitative and qualitative. Four thousand, seven hundred and seventy (4,770) questionnaires were mailed to local households, with 793 being returned for a 16.7% return rate. A map identifies an equal geographic distribution of responses. Five categories were established and included: household information; current and desired recreational activities; Township facilities; parks; and, special interest. Each section's results are briefly summarized, but neither conclusions nor recommendations are provided. Key summary points include that:

- ▶ The majority of responses were by households with a younger age cohort (teens/young adults with 4-5 persons/household);
- ▶ Current facilities were inadequate (need for additional arena and parks, a trail system, indoor pool, tennis courts, washroom facilities, and access to waterfront); there is no willingness to pay for new facilities;



- ▶ That recreational facilities should be undertaken as private ventures was encouraged; and
- ▶ That there was support for twinning the existing arena.

.7 Town of Lakeshore Comprehensive Master Plan: Walking and Cycling Policy Paper, July 2006

The purpose of this policy paper is to address walking and cycling guidelines and strategies. It included five sections discussing:

- ▶ Importance in providing appropriate walking and cycling opportunities;
- ▶ An overview of walking and cycling practices in the Town;
- ▶ Existing guidelines and principles adopted by other municipalities;
- ▶ Recommendations for walking and cycling policies;

The following recommendations as identified in the discussion paper reinforced the interest in parks and open space planning to include the recreation aspects and benefits of cycling and walking in the Town of Lakeshore. The recommendations of the walking and cycling policy paper are as follows:

- ▶ Incorporates the proposed walking and cycling developmental policies and design guidelines into the Transportation Master Plan, the Official Plan and the developmental manual to include walking and cycling facilities;
- ▶ Evaluates the potential routes and facilities for a walking and cycling network that will provide safe, connective and convenient access for all types of skill levels of cyclists and pedestrian;
- ▶ Promote walking and cycling as a healthy, enjoyable and environmental friendly mode of transportation and recreation; and
- ▶ To educate all road users regarding the safe shared use of the roadway.

These recommendations can be reflected in the Community Services Master Plan with respect to trails development. It will also include connections between existing and planned park projects in the Town of Lakeshore.



.8 The Town of Lakeshore: Administrative Report: Walking Trails Information

The memorandum was prepared by the Parks & Recreation Director on May 25, 2004.

This report consists of five Appendices:

- ▶ Lakeshore Map identifying future walking trails,
- ▶ Public Meeting responses re walking trails, Feb. 7, 2002;
- ▶ Lakeshore Map of park locations, size, amenities;
- ▶ Recreational Needs Study, page 9, identifying community's interest for trails; and
- ▶ Correspondence regarding requests for trails. The 2004 Capital budget projected an approximate \$400,000 cost to develop 4 km of trail from Puce to Belle River.

The correspondence represented local resident petitions for trails in the following locations:

- ▶ East Puce Road (Hwy # 22 to south entrance of River Ridge Development);
- ▶ Lakeview Drive, St. Clair Road (Tecumseh to Tremblay's Beach);
- ▶ Millen Park, Hamlet of South Woodslee; and,
- ▶ County Road #31 (west side of road from Deerbrook to St. Joachim). Several options were noted in the Report, with one relating to trail development opportunities through hydro corridors, Highway 22 redevelopment, through ERCA's interest in abandoned railways and through the Connection of the Trans-Canada Trail from Chatham Kent.

.9 Conclusion of Municipal Documents

In reviewing the above documents, it was noted that the reports' implementation recommendations are similar. The most common recommendation is for the provision of more trails, whether walking or biking. In some survey responses, specifically children, trail location was not relevant, whereas for adults, specific streets and key intersection connection points were requested through petitions. Of interest, is the lack of consensus in stakeholder support of the trail from Leamington to Lakeshore along the rail corridor. Those concerned with a public trail appear to be the landowners abutting the corridor who are anxious about trail maintenance and security.

The second common recommendation involved communication, specifically disseminating information regarding existing recreational programs to, not only a younger age group (5-13 year

olds), but also to seniors, who tend to be unaware of recreational opportunities within their neighbourhoods.

A third recommendation was the need to increase the supply of recreational facilities. In this regard, the Town of Lakeshore children were specific in their desire for an increased supply in outdoor facilities, such as pools and skating rinks. There was also mention of the desire to have a youth centre. To achieve an increased facilities' supply, adult respondents encouraged the expansion of existing facilities. They also supported private investment in the development of facilities, as they are reluctant to financially support new ventures. And throughout, there is an expectation that the local governments must be prepared to lead the way, from implementation to operation and maintenance. The opportunity is to find new and alternative funding mechanisms to support the community's recreational desires.

2.4.4 SCHOOL BOARDS DOCUMENTS

The Greater Essex District School Board and the Windsor-Essex Catholic District School Board provided several documents related to their Board's development and community access to schools relative to Lakeshore. Both Boards provided their current accommodation studies. The Public Board provided their policy on community use. The Catholic Board is currently redoing their policy and it will parallel closely the Public School Policy.

.1 Greater Essex County District School Board – Annual Accommodation Planning Report, June 2006

The key elements of this document are identified in the following points:

- ▶ Demographics:
 - An average increase of just under 3% per year for secondary school enrolment to the end of the decade, following off by a levelling off period between 2011 and 2015;
 - Anticipated sharp declines in the number of school aged children born between the years of 2000 and 2010, with stabilized numbers for 0 to 4 and 5 to 13 year olds to the end of the decade;
 - Some general anticipation that diverse communities will experience greater immigration over the long term;
 - The local economy will temper or exacerbate the enrolment swings in many of the communities served;

- Residential housing activity eased back to 2000 to 2001 levels during 2004, with a further drop in new housing starts in 2005 to below 2000 units across the service area, the lowest level since the early 1990s;
 - Construction activity to date in 2006 is down in Windsor, Lakeshore, LaSalle and Tecumseh, but up in Amherstburg;
 - A general perspective that the Tecumseh area will create a significant increase in development due to servicing increases, which could be at the expense of development in Lakeshore.
- ▶ Enrolment and space requirements:
- 2006 capacity will be at 110% of the Ministry standard, which results in reduced class size capacity in combination with a projected population decline;
 - Anticipated that there will be high growth areas for elementary schools in the fringes and outskirts of the City and in the shoreline communities.
- ▶ Secondary schools:
- Anticipated 84% utilization rate in 2006 of the secondary school capacity;
 - Anticipate approximately 2000 excess secondary school spaces;
 - Belle River District High School and Massey Secondary School will reclaim the space currently dedicated to elementary programs, as both schools have growing enrolment. This will occur during the 2006 to 2007 school year as Lakeshore Discovery and Talbot Trails School open.

The general tenure of this report anticipates continuing growth in the Tecumseh, Lakeshore and outlying communities from Windsor. However, the sense provided is that Tecumseh will experience the most significant growth as their infrastructure capacity has been increased. The planning model indicates that Lakeshore is anticipated to experience significant growth over a longer term period. It is also indicated that Centennial School will not experience growth and D.M. Eagle's growth is levelling off, but will continue to increase gradually over the decade.



It appears the opening of the Lakeshore Discovery School has developed certain capacity considerations for a number of years for elementary school spaces in the Belle River and joining area.

.2 *Community Use of Schools*

The policies of the two Boards identify the following key elements in regards to the community use of schools.

- ▶ Encourages the use of schools as a community facility.
- ▶ Identifies the primary purpose for these facilities in providing a suitable learning environment for the delivery of educational programs.
- ▶ The Greater Essex County District School Board utilizes a centralized allocation model where reservations are made through the education centre. The Catholic School Board has reservations through the Principal in its current policy, but this is changing in its new policy to the education centre.
- ▶ The Community Use Policies creates seven classifications that identify rental priority from first through to seventh in the Greater Essex County District School Board. These classifications are as follows:
 - **First Priority** – All programs and interrelated activities operated or sponsored by the School Board;
 - **Second Priority** – School-based education parent groups including School Councils and Home and School Associations, Board non-credit continuing education courses;
 - **Third Priority** – Registered charitable organizations for youth under the age of 18 or under the age of 28 for disabled groups as a third priority. This includes YMCAs/YWCAs, Scouts/Guides and others;
 - **Fourth Priority** – Not-for-profit recognized children’s sports and recreation service providers involving youth 18 years of age and under or 28 years of age and under for disabled groups;
 - **Fifth Priority** – Other non-profit or charitable groups such as local service clubs, community health associations, seniors groups;

- **Sixth Priority** – For-profit-based community groups, organized athletic or recreation groups or associations;
- **Seventh Priority** – Not-for-profit childcare operations involving before and after school care as per the Day Nurseries Act. These are undertaken on long-term rentals and leases and are under separate agreements.

There is a complex fee schedule that details costs for the various classifications.

Adjoining the Policy are administrative procedures that provide the forms, outline the processes, provide copies of agreements and deal with issues around lifeguarding for the pool at the Essex District Secondary School and other specialized facilities.

The Windsor-Essex Catholic District School Board has similar materials, but are less developed in terms of existing policy. This will change with the introduction in 2007 of the new policy.

2.4.5 OTHER SERVICE PROVIDER DOCUMENTS

.1 *Essex County Library Facility Planning Study*

In the fall of 2006, and through the winter and spring of 2007, the Essex County Public Library has been undertaking a Facilities Planning Study. Final recommendations are not anticipated to be before the Essex County Public Library Board until June of 2007. In November 2006, a draft Consultation Report was published, as well as a Planning Context Report in September 2006. Additionally, some data has been provided by the Chief Librarian via a stakeholder interview.

Table 2.4-2 and 2.4-3 examine both library membership and material circulations for the four library branches in Lakeshore. Relative to membership, it has declined for all four branches, by almost 50% for Comber, over 40% for Woodslee and large reductions for both the Lakeshore and Stoney Point Branches.

Table 2.4-2 Library Membership					
	2002	2003	2004	2005	2006
Comber	675	548	566	467	346
Lakeshore	3,105	3,221	3,531	2,809	2,637
Stoney Point	708	645	631	505	468
Woodslee	642	589	569	444	356

Source: Essex County Public Library

	2002	2003	2004	2005	2006	% Change + (-)
Comber	16,827	15,314	13,661	13,413	12,973	(22.9)
Lakeshore	54,381	52,186	51,598	54,420	53,308	(1.9)
Stoney Point	11,610	10,875	10,037	11,666	12,929	11.4
Woodslee	18,638	19,679	18,722	16,745	17,110	(8.2)

Source: Essex County Public Library

In terms of circulation, Comber branch has declined by almost 23%, having declined in each of the data years. Lakeshore branch has remained relatively stable with a high in 2005 similar to 2002. Stoney Point Branch has declined, but had a 10% increase in 2006, but declined for the middle years of the five year sequence studied. Woodslee has shown variability, having increased from 2002 to 2003 and then showing some decline after that period.

The circulation levels within the four branches have shown either stability, modest declines or a significant decline in the case of Comber. This could reflect population trends, access to other library facilities and related considerations. The Chief Librarian indicated, that a significant number of Lakeshore residents were using the new Tecumseh Library branch.

With population increases, one would anticipate some growth in utilization. However, this has not occurred based on this data. This could reflect the fact that more individuals have access to the internet and other sources of information. As well, the library facilities in some of the locations in Lakeshore are small, have a limited number of computers, are located in aged facilities that have poor visibility and therefore may not be as appealing as newer libraries in neighbouring communities.

In November 2006, a draft Consultation Report was completed by the Library's consultants and has been used as an internal document to date. Some of the key findings that influence library services or limitations on the use of library services involved:

- ▶ Limited hours of operation.
- ▶ Absence of Sunday service.
- ▶ Restrictions posed by outdated and often undersized facilities at older branches.

- ▶ Absence of dedicated programming areas at most libraries.

The report also directly discussed considerations around the future of small libraries. This is obviously a concern to residents of smaller communities and ward councillors. The loss of public services, such as school closures, post offices, as well as some commercial services in small communities, has created sensitivity in terms of the potential restructuring of remaining public services.

For some individuals, there is a sense of inevitability that smaller branch libraries cannot be sustained due to their limited number of service hours and their inability to provide the technology and related resources necessary to respond to community needs in terms of children, students and adults. The mobility of the population to access other public libraries, but more importantly, access to electronic services from one's home or work creates unique opportunities that may cause a reduction in the physical use of smaller libraries.

The key challenges that were identified in terms of smaller libraries were:

- ▶ Limited amount of space and operating hours.
- ▶ Residents were already travelling to larger centres for recreation, shopping or work and could access libraries in those areas.
- ▶ The cost of upgrades to facilitate accessibility and maintenance is often seen as prohibitive.
- ▶ Smaller libraries tend to be less cost-effective when compared to other branches, which becomes a challenge when there are limited resources.

Some perspectives were provided that marketing and communications was a weakness by the Library Board in terms of inducing more use, creating awareness and supporting capacity building within the branch libraries. However, a number of the smaller libraries in the County system have accessibility issues, require significant capital upgrading as they exist within aged buildings, service areas do not necessarily follow municipal boundaries and there are a series of other locational challenges.

It is also interesting to note that co-location with recreational educational facilities received mixed reviews, as experiences had not been positive to being overwhelmed by other uses or lacking visibility within large facilities. However, a view also prevailed that it places branch libraries in higher traffic areas in order to attract more non-users.

The Essex Public Library is facing some important strategic decisions relative to its branch distribution system across the County. Gaining economies of scale, sustaining and growing utilization levels, having the funds to invest in electronic services, ensuring adequate hours of operation that make the branches more accessible and appealing and dealing with aged physical plants are all considerations in terms of how the Essex County Library Board uses its limited resources from an operational perspective. For the municipalities it serves, key decisions must be made in regards to the renewal of aging infrastructure, expanding some facilities relative to space in order to accommodate additional programming and technology. They must determine locational preferences in light of significant demographic shifts, changing population densities and projected urban development that is redefining service areas and service levels.

.2 Town of LaSalle: Pedestrian and Bicycle Facility Policy Statement and Plan of Action

The Policy Statement / Action Plan for Bicycle Facilities was prepared by the Town of LaSalle in May, 1999.

Council, government staff and the community were to use this Statement and Action Plan between 1999 and 2005 to:

- ▶ Establish annual capital and operating budget priorities for pedestrian and bicycle infrastructure;
- ▶ Create development standards and design guidelines for this infrastructure; and
- ▶ Develop/deliver on-going education/enforcement programs to enhance pedestrian, cyclist, motor vehicle safety.

The Action Plan summarizes 5 existing municipal policy and practices relating to infrastructure within new residential/commercial developments:

- ▶ Developer installs/pays 100% of sidewalk installation;
- ▶ Ontario Land Development Charges fees collected by town to pay for sidewalks and road drainage improvements along Matchette Rd, Laurier Dr and Normandy Rd;
- ▶ Special Infrastructure contribution from new lots collected to install new sidewalks along Bouffard, Reaume and Mayfair;
- ▶ Development Agreement contributions collected for capital costs of new trail facilities construction ; and

- ▶ Developers dedicate land to town for future trail construction purposes within new developments.

.3 *Municipality of Leamington: Leamington Railway Corridor: Discussion Paper #1: The Planning Process, Community Consultation and Identification of Issues*

Discussion Paper #1, prepared by the Department of Community Services, Municipality of Leamington, was completed in 2002/2003.

The Municipality of Leamington acquired a portion of the Comber Spur Line (CN Rail Corridor) between Lakeshore and Leamington in 2001. A Steering Committee, the Abandoned Railway Corridor Committee, was formed to seek input from community residents as to opportunities for this corridor which also functions as a utility corridor. Through the public participation process, it was concluded that full support for trail development will never be achieved and the public will always challenge a strategic plan that encourages development. It was suggested that a management strategy be developed to reduce conflicts between users and landowners. Although landowners recognize the benefits of a trail, they dislike a trail along their properties.

.4 *Municipality of Leamington: Leamington Railway Corridor: Discussion Paper #2: Management Strategies to Developing the Corridor*

The Discussion Paper #2, prepared by the Department of Community Services, Municipality of Leamington, was adopted by Council (C-245-03) on July 7, 2003.

Discussion Paper #2 identifies guiding principles for the 12 issues/strategies identified in Discussion Paper #1. The guiding principles include: land use development options; community protection; drainage; farm access and crossing; road crossings; noise and privacy; maintenance; pesticide control; liability and risk; vegetation; enforcement; and hunting. The following principles apply:

- ▶ The acquisition of the CNR corridor is for utility recreation and conservation purposes;
- ▶ The corridor remain in public ownership;
- ▶ There is support for installation of barriers (fencing, gates);
- ▶ Municipality is responsible for maintenance (drains, bridges, etc);
- ▶ Support the continued access crossing for farm/private vehicles;
- ▶ Motorized vehicles (ATVs, motorbikes, snowmobiles, etc.) not be permitted;

- ▶ Municipality is responsible for ongoing maintenance (garbage);
- ▶ Municipality identifies ways of restricting pesticide drift to limit risk to neighbouring lands and natural environment;
- ▶ Develop management strategies to limit liability and risks of trail use;
- ▶ Develop a vegetation management program;
- ▶ Develop a “code of ethics” for trail use; and
- ▶ Hunting would not be permitted on the corridor.

.5 *Town of Leamington: A Trails Strategic Development Plan: Final Report*

The Trails Development Plan was developed in conjunction with the Culture, Recreation & Parks Strategic Plan, Municipality of Leamington and completed in December, 2000 by Hough Woodland Naylor Dance Leinster in association with Dillon Consulting.

The Study’s purpose was three-fold: to examine current regional/provincial recreational trends as they pertain to trails; to identify opportunities/issues association with leisure and bikeway development; and to develop a long-term strategy to guide trail development. Under the themes of planning, trail design, environment and implementation, fourteen policy recommendations were provided:

- ▶ Incorporate policies in support of greenways, trails and on-road cycling within policy documents;
- ▶ Trail system should provide a variety of visual, recreational, interpretive and physical experiences;
- ▶ Pursue options for safe cycling on County roads;
- ▶ The trail system shall be planned as a continuous, inter-linked system;
- ▶ Secure a link between Chrysler Greenway and Leamington;
- ▶ Encourage Lakeshore to acquire the north-south Rail Trail to Comber Trail;
- ▶ Acquisition of north-south rail corridor should be a first priority in development of Leamington trail system;

- ▶ Examine safety measures to improve cycling safety between ferry terminal and Point Pelee;
- ▶ Recognize both recreational and utilitarian uses and design requirements;
- ▶ Trail system shall be accessible to wide range of users;
- ▶ Develop trail system to promote natural and cultural heritage interpretation and education;
- ▶ The first priority of trail construction within Sturgeon Creek, Heinz Bush and other natural areas shall be the protection of the natural environment;
- ▶ The Town shall apply 4 principles in Leamington Trail development: engineering, education, enforcement and encouragement; and
- ▶ Establishment of a Trails Advocacy Committee. Trail system development cost was identified at a total of \$1.7 million. Various government funding sources were identified.

.6 Information compiled by Heart Health Action Windsor-Essex, Windsor-Essex County Health Unit and Windsor-Essex County Active Living Coalition on October 15, 2003.

Heart Health Action Windsor-Essex and Windsor-Essex County Health Unit sought to bring organizations together to determine interest in forming a trail network to promote local trails. A summary of websites is provided that identify programs, maps and walking clubs in Ontario. Articles from an American company called Trails and Greenways Clearinghouse, Washington, D.C. are included. Article titles include: "Trails & Greenways for Liveable Communities," "Economic Benefits of Trails & Greenways," "Enhancing the Environment with Trails & Greenways," "Preserving Historic & Cultural Resources," and "Health & Wellness Benefits." Each article identifies "helpful resources" for further research and source information.

.7 Changes to the Hydro Corridor Lands: Municipal Information Package

This package was prepared by the Ontario Realty Corporation (ORC), for the Government of Ontario, in April, 2003.

The introduction notes that the Province of Ontario assumed ownership of Hydro One Networks transmission corridor lands on December 31, 2002. The purpose of the transfer was to protect corridor land so that the lands remain available for uses that benefit the public, while recognizing the primacy of transmission and distribution uses. Municipalities were given a two-year planning

period to identify existing uses and proposed new potential linear uses on contiguous corridor lands. During this 2-year period, municipalities were to notify the Province about which corridors they felt should be protected for future linear public use. It is assumed that this time period has expired.

One major change was made to the Provincial Secondary Land Use Program (PSLUP) was that a priority of public uses was established. Under the new development review process, secondary uses that optimize the public benefit of the corridor lands would be encouraged. The Program establishes a priority of public uses, especially those relying on contiguous use of corridors. Principles for corridors lands management include: new public uses requiring contiguous integrity of the corridor (e.g. linear uses) have priority over other uses; new public linear uses that service Provincial or inter-regional purposes have priority over local uses; new non-linear public infrastructure uses have priority over private uses; multiple uses will be promoted whenever possible; only interim uses (e.g. soccer fields, parking lots) will be allowed on contiguous corridors so that long-term uses of the linear corridors will not be impeded; and *non-linear public recreational uses will have priority over private uses only in those municipalities where this principle is consistent with local practice regarding utility corridors owned by that municipality.*

.8 Ontario Trails Council: Insurance Review: Understanding and dealing with the challenges of insuring trails in Ontario

Unknown author and unknown date, although approximately completed between 2001 and 2003.

The report provides assistance to Ontario's not-for-profit trail associations non-governmental organizations (NGOs) dealing with the challenges of insuring trails. Information was compiled through interviews and discussions with a wide variety of individuals from various backgrounds. The issue is the dramatic increase in insurance coverage costs to protect NGOs against liability claims. Trail associations are attempting to find ways to finance insurance purchases. Two companies provide insurance to trail management groups: 1) Capri Insurance (through Intercity Insurance Brokers and underwritten by Lloyds of London), and 2) Nexus Canada Inc. (underwritten by Sovereign General Insurance). Many trails are on public lands and public entity insurers have few claims resulting from trail use, yet insurers are reluctant to take on business with which they are not comfortable. Time has come for legislative reform regarding recreation lands and their use to ease fears and create fairness. The Occupier's Liability Act needs amendment to permit use of recreational lands without putting landowners at risk. The Insurance Act of Ontario should be "reformed" to increase minimum liability protection limits from \$200,000 to \$500,000 or \$1 million.



.9 Community Profile & Consultation Summary Meridian Planning Consultants Inc., December, 2006

The document is divided into two parts. The first and predominant section is the Community Profile which is a compilation of statistics obtained through various sources including: Statistics Canada, Environment Canada, C.N. Watson & Associates, Financial Post and the Township of Lakeshore Building Department. The profile provides current and projected demographic growth data with household formation and employment characteristics. A brief two paragraph overview of housing and heritage is included. A list of area facilities is included and categorized according to the following headings: parks, conservation area, museums, libraries, marina, golf courses, arena, community centre, and public access beach. Schools, service clubs and community events are also similarly compiled. A brief table identifies annual per capita service costs as concluded by BMA Management Consulting Inc. in 2005 and the Town of Lakeshore's development charges. Paragraphs on transportation, infrastructure and utilities are also included identifying the main components, systems and service providers.

The second part provides an explanation of the consultation process and a 3 page summary of the focus group meetings, public sessions and key informant interviews. These results are listed in no specific order under the main questions/headings: Why is Lakeshore a Good Place to Live?; Common Themes: Strengths; Weaknesses: Opportunities; Threats; and Key Elements of Success. Percentage results of the community survey are separated in 2 columns: public and youth. No critical analysis of the answers is provided. The strategic plan direction is a very brief literal translation of participants' desired outcomes from the overall strategic plan.

The document concludes with an explanation of what a strategic plan is and then goes on to suggest that the plan be formatted as per the Region of York and the Town of Markham's "Cities of Character" strategic plans. They provide the 11 principles of this Cities of Character concept.

.10 Sarnia Waterfront Master Plan, City of Sarnia Staff Waterfront Committee and The Waterfront Access Committee, March, 2005.

The Sarnia Waterfront Master Plan (2005) provides guidance for development of the waterfront lands in Sarnia. The six key planning strategies are to:

- ▶ Strengthen the economic and social image and identify of the waterfront,
- ▶ Accommodate future development anchors and encourage new waterfront focal points on the St. Clair River waterfront,
- ▶ Develop connections along the waterfront,

- ▶ Develop linkages with the Downtown,
- ▶ Provide infrastructure improvements, and
- ▶ Enhance the natural environment and open space. The Plan identifies current initiatives taking place such as a feasibility study of a display ship, protecting the shoreline, archaeological assessments, infrastructure inventory, increased public transit servicing; directional signage along waterfront; provision of walking tour maps; increased provision of public washrooms; funding for operations & maintenance; and adding bike racks.

The Master Plan also contains the November 30, 2004 Lake Huron Waterfront Access Report. This study relates to the Lake Huron waterfront from the eastern boundary of Canatara Park to Mandaumin Road to determine the best use of funding to improve beach access and use. A recommendation to establish a Land Reserve Account for land acquisitions is given as well as identifying opportunities for facility improvements.

.11 City of Windsor: Central Riverfront Implementation Plan Brook McIlroy Inc. + The MBTW Group, September, 2000

The plan's purpose is to provide an implementation strategy and design guidelines for a 6-kilometre, 95 acre, riverfront area along the Detroit River directly across from the City of Detroit. It provides the basis for urban design principles that are to be incorporated into the Official Plan when it is amended. The area is bounded by Mckee Park at Chewitt Street west of the Ambassador Bridge to Hiram Walkers Distillery at Devonshire Road. Approximately 2 km of the central riverfront is adjacent to the city centre. The vision for the central riverfront area is to link people to their culture and environment. The plan focuses on circulation, parking, water transportation, landscaping, design consistency, buildings & structures, service infrastructure, pollution control and monuments & sculptures. The riverfront design focuses on 5 key nodes, or "beacons," that are linked by a pedestrian promenade and connector trails. The document provides plans and sections as well as pictorial images of the desired design outcomes.

.12 Summary

- ▶ Provide more trails; link open spaces
- ▶ Increase communication / disseminate recreational program information to community
- ▶ Increase supply of recreational facilities, specifically outdoor (skating rinks, pools)

- ▶ Local government must lead the way, from implementation to operation and maintenance
- ▶ Find new alternative funding mechanisms
- ▶ Belle River and Maidstone urban areas are population growth areas
- ▶ Prepare a Tourism & Recreation Study
- ▶ Encourage major new recreational facility investments in Wallace Woods

2.4.6 DEPARTMENTAL POLICIES

.1 Volunteer Policy

This is a policy primarily focused on the recruitment and screening of volunteers for Town events and activities. It identifies application and reference checks, police check requirements when youth are involved and financial responsibilities are incurred, along with orientation and training sessions.

The Policy is fairly comprehensive and process-based. It does not have any components associated with the recognition of volunteers, though there is the opportunity for feedback sessions.

.2 Profit Sharing Agreement

This is policy that examines profit sharing in regards to the sale of advertising, particularly in regards to arenas. It is essentially the framework for an agreement including specific pricing. It does not appear to have been revised since December 11, 2001, which would create some questions in regards to the inflationary values for the prices cited.

.3 Park Maintenance Policy

This policy speaks to the importance of providing enjoyable park environments which are safe and accessible to all residents without becoming a financial burden to ratepayers. It identifies an Adopt-A-Park program, as well as deals with affordability considerations and liability.

It identifies several key considerations:

- ▶ The maintenance and operation of Optimist Park, Lighthouse Cove Park, Comber Fairgrounds Park and Staples Community Centre Park as being operated under separate lease agreements and do not form part of this Policy.
- ▶ Lakeview Park is to be operated as its own Strategic Business Unit.



- ▶ Baseball fields and soccer fields maintenance is the responsibility of the associations who use them, with funds collected either through user fees when work is undertaken by the municipality or the undertaking of work directly by the association.
- ▶ The municipality will undertake a comprehensive maintenance program that examines risk, liability, sustainability and related factors, including the use of CSA guidelines.
- ▶ Associated with this Policy is By-Law #27-2000 which is a by-law to regulate the use and to protect and govern parks in the Town of Lakeshore. It provides a significant framework in regards to how parks are to be utilized, signage, consumption of alcoholic beverages and a long series of behavioural and related controls. It also sets up the basis for the use of permits for specific activities within parks for identified purposes. Other components of the By-Law deal with enforcement by police, fines and related considerations.

.4 Alcohol Risk Management Policy

In July 2001, a comprehensive Alcohol Risk Management Policy was approved that focuses on designating facilities where alcohol is permitted or prohibited, the conditions where permitted and enforcement considerations. It is a comprehensive policy that deals with ratios of workers, training, enforcement and a broad base of other associated considerations that provide the basis for dealing with this particular consideration / use.

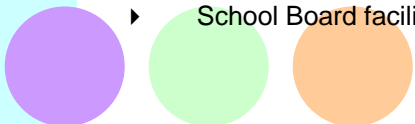
.5 Facility Usage

This policy focuses on increasing the utilization of recreation facilities and ensuring their maintenance to improve long-term sustainability. The policy examines affordability, increased utilization, the financial burden on taxpayers, shared responsibilities and cooperative efforts and partnership agreements, the reduction of risk and the use of consistent operating procedures.

The policy in Parts E and F lays out the principles and procedures associated with arena rentals and facility bookings.

The policy is weighted towards operating procedures and processes, the management of behaviours and related considerations. One of the key considerations are rental rates for cost recovery, which indicates that the rate applied to the rental of municipal recreation facilities should be at the full rate, with specialized rates associated with and possible for:

- ▶ School Board facilities.



- ▶ Special purpose and youth rates that can be recommended to Council by the Director to facilitate subsidized youth involvement.

This policy attempts to cover a broad range of park, arena and facility utilization considerations focusing on many procedural and related components. It may be better served if some of the key areas, such as allocation of facilities, were addressed based on principles of gender equity, fairness and related considerations.

.6 Safety and Emergency Procedures

Two policies connect safety and emergency procedures. They call for the presence of Emergency Plans by venue and lay out many of the related procedures. Similarly, safety procedures are identified and are primarily focused on staff training and behaviour.

.7 Advertising (Corporate Services)

This is a February 2006 policy applied across the corporation which provides direction for advertising needs within the Town of Lakeshore.

The key considerations in the policy are as follows:

- ▶ Standardization to provide a consistent, professional look and image, e.g.: branding.
- ▶ Identification of three formats for all advertising to comply to.
- ▶ Approval processes to be used.
- ▶ Types of specific media applications.

The intent of this policy is to secure and reinforce a branding strategy and to have a more integrated approach to advertising across the Town. This would influence any of the advertising that the Community Services Department undertakes.

.8 Special Event Policy

This policy covers the hosting of special events on municipal properties and is linked to the Recreation Facility Agreement, the Municipal Alcohol Policy and Parade Application Policy and Permits. It is divided into outdoor events with 300 or more participants, indoor events in an enclosed facility and park facility pavilion rentals.

The policy extensively lays out roles and responsibilities, the use of tents, power sources, pyrotechnics, timelines, insurance requirements, amplification and related considerations.

2.4.7 SUMMARY

Two types of department policies were identified. Type 1 Policy would impact master planning activities for community services and Type 2 Policy are more focused on internal operations. Of the policies reviewed for the Master Plan, it was found that they tended to have the following characteristics:

- ▶ Few or no guiding principles that establish a foundation for the policy.
- ▶ No strategic connectivity in terms of outcomes, priorities or goals linked to broader perspectives.
- ▶ Were almost universally procedure-based with extensive definitions and processes.

Key areas of policy that were not identified relative to potential Community Services considerations included:

- ▶ Gender equity in regards to Community Services resources access, services development and supports and related considerations;
- ▶ The allocation of resources to facilitate fair and equitable access where resources are limited;
- ▶ Program delivery and development roles and responsibilities;
- ▶ Facility development initiatives and community responsibilities;
- ▶ Rates and fees;
- ▶ Volunteer development and recognition, and the role of volunteers in services delivery;
- ▶ A Leisure Services Policy as to the municipality's roles and responsibilities;
- ▶ Other areas that are more emergent and topical, such as a Waterfront Policy, Environmental Protection, etc.



A number of these topics will be addressed as a recommendation in the Master Plan, often based on identifying the need and some of the key considerations that would be undertaken to bring forward an actual policy as one of the Plan's initiatives / outcomes when implementing of the Master Plan is undertaken by the Town.

2.5 Community Household Survey

2.5.1 INTRODUCTION

In January of 2007, Insights Inc., a London, Ontario market research firm, completed a random selection household survey in the Town of Lakeshore. In total, 312 adults, individuals eighteen years of age and over, participated in completing the telephone surveys. Quotas were established for age, gender and three geographical zones within the municipality. The three zones involved Area 1 – All of the Town south of Highway 401; Area 2 – the area of the Town north of Highway 401 from Concession 3 to the Town of Tecumseh border; and Area 3 – the area from Concession 3 east to the boundary with the Municipality of Chatham-Kent and north of Highway 401.

The samples within each area allow for both a Town-wide and area-based analysis of the survey data. The Household Survey Report is contained in [Appendix B](#).

Also aligned with this component of the master planning program, is a separately available data book that has extensive tables and data that will have ongoing value to Town staff and the community in assessing future leisure services perspectives.

The following material provides the key outcomes of the household survey for the various master planning components being undertaken in the Community Services Master Plan.

2.5.2 PARKS AND RECREATION SERVICES AND FACILITIES

.1 Introduction

The following text and materials provide the insights provided by respondents via the survey as to their current leisure activity pursuits, evaluation of town recreation facilities and related park and recreation considerations.

.2 Activity Participation Rates

Table 2.5-1 examines the current leisure activities undertaken by respondents, reflecting the total Town population. Baseline information is associated with specific facility types that drive the inherent programming within or at those facilities.



Table 2.5-1

Participation by Respondent or Children in Organized Activities, Lessons, or Teams, in Various Facilities, In Past Year (n=312)

Type of Facility	Adult	Child(ren)	Either	Total Households with Participants	Location of Facilities
Soccer Fields	9%	16%	21%	67	Lakeshore (61), Windsor (2), Tecumseh (2), Essex (1)
Arenas	14%	14%	21%	65	Lakeshore (53), Windsor (8), Leamington / Chatham / Tilbury / Wheatley (1 each)
Baseball Fields	13%	10%	19%	58	Lakeshore (54), Windsor (2), Tecumseh (1)
Community Centres	11%	7%	15%	47	Lakeshore (39), Windsor (5), Essex (2), Leamington (1)
Indoor Gyms	7%	5%	10%	31	Lakeshore (21), Windsor (6), Leamington (2), Chatham (1)
Indoor Pools	6%	8%	10%	30	Essex (11), Leamington (9), Windsor (8), Chatham / Tilbury (1 each)
Health & Fitness Centre*	22%	N/A	N/A	68	Lakeshore (41), Windsor (9), Tecumseh (7), Leamington (4), Essex (2), Chatham / Tilbury (1 each)

*Asked as "whether respondent currently belonged to a health & fitness centre", at end of survey.

The following highlights are identified:

- ▶ Soccer and ice activities had the largest participation rates amongst the combined adult and youth population at 21% overall. Soccer participation rate was almost double for children over adults, 16% to 9% respectively, while the participation rates for ice activities were the same between adults and children, 14%.
- ▶ The participation rate for baseball was only slightly below those for soccer and ice activities, however, what is interesting, is the participation rate is higher for adults than for children, 13% to 10% respectively and 19% overall.
- ▶ Community centre uses had the fourth largest participation rate. The adult participation rate was higher than the youth participation rate, 11% to 7% respectively.
- ▶ Indoor gym and indoor pool utilization had the same participation rates at 10% of the population. For indoor gyms, adult participation rates were slightly higher at 7%



compared to 5% for children, while indoor pool utilization was reversed, a 6% participation rate for adults and 8% for children.

- ▶ Relative to health and fitness centre utilization, 22% of households had an adult participating in such a centre with no children identified in this category. Therefore, just over one in five households had an adult participating in a health and fitness centre.
- ▶ In terms of activity location, virtually all the venues for soccer, ice, baseball, community centre and other indoor activities occurred in Lakeshore. However, all of the aquatic activity occurred outside of Lakeshore, as one would anticipate with no indoor pool in Lakeshore, with the three dominant locations being in the Towns of Essex and Leamington and the City of Windsor.
- ▶ Some 60.3% of the health and fitness centre activity occurred in Lakeshore-located facilities, with Windsor and Tecumseh facilities being the other two dominant locations, but at significantly lower participation rates amongst Lakeshore residents.

Soccer, ice and baseball facility utilization tends at a minimum, to involve one in five households in Lakeshore. These are fairly significant participation rates. Indoor pool, indoor gyms and community centre utilization generally represents one in ten households relative to current participation rates, with community centres slightly higher. Also, amongst the adult population, over one in five households has an adult participating in a fitness centre.

The overall participation rates are important to understand, as they cover a significant portion of the population. The vast majority of the activity is undertaken within the Town of Lakeshore except for the indoor aquatic activities and approximately one third of fitness centre activities.

2.5.3 SATISFACTION WITH EXISTING RECREATION FACILITIES AND PROGRAMS

.1 *Town-Wide Recreation and Leisure Facilities*

Table 2.5-2 examines respondents' perspectives in regards to awareness, perceived importance, use and rating of recreation facilities in Lakeshore. Facilities have been broken out relative to Town-wide facilities and facilities servicing the three geographic areas of the municipality.



Table 2.5-2

	Aware of	Aware of and rate as very important to community	Been in past 3 years	Been in past 3 years and rate as good or excellent
Belle River Arena	87%	74%	57%	40%
Lakeview Park and Marina	85%	70%	73%	59%
Skateboarding parks	60%	36%	10%	8%
Walking and cycling trails	55%	48%	39%	33%
Conservation areas	52%	39%	32%	21%
Lakeshore Soccer Park	48%	37%	22%	17%
Other local beaches	30%	25%	22%	11%
Outdoor basketball courts	28%	16%	10%	6%
AREA 1 - SOUTH				
Comber Fairgrounds	70%	55%	54%	43%
Pleasant Park	33%	23%	14%	11%
Woodslee Memorial Park & Pavilion	32%	23%	10%	8%
Tilbury West Community Centre	32%	23%	21%	19%
Millen Community Centre Park	20%	15%	9%	8%
AREA 2 - NORTHWEST				
Optimist Park	76%	60%	50%	44%
Centennial Park	41%	31%	24%	16%
Maidstone Park	38%	25%	22%	16%
Leffler Peace Park	29%	17%	14%	11%
St. Clair Shores Park	23%	15%	8%	6%
AREA 3 - NORTHEAST				
Lighthouse Cove Lions Park	39%	27%	19%	14%
Tilbury North Park	36%	28%	23%	16%
Geralyn Tellier-Perdu Memorial Park	23%	17%	10%	6%

In terms of Town-wide facilities, the following results are identified:

- ▶ The Belle River Arena and Lakeview Park and Marina had broad awareness levels at 85% plus of respondents. Approximately three out of every four respondents rated these two facilities as being very important to the community. For the Belle River Arena, almost 60% of the respondents had attended the arena in the last three years, while nearly 75% of respondents had been to Lakeview Park and Marina in the last three years. The latter data indicates substantive utilization levels for the Lakeview Park and Marina.



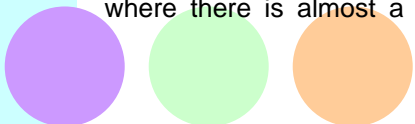
- ▶ Belle River Arena received a relatively low quality rating, as only 40% of respondents rated it as good to excellent and 60% rated it as fair or poor. Lakeview Park and Marina had a higher quality rating at 59% good or excellent, which represents a less than two thirds positive rating for this facility.

Both the Belle River Arena and Lakeview Park and Marina are widely known, significantly utilized, but have relatively low quality ratings, particularly the Belle River Arena.

Facility awareness levels drop off considerably after the Belle River Arena and Lakeview Park and Marina. A cluster in the 48% to 60% awareness level is identified involving skateboarding parks, walking and cycling trails, conservation areas and the Lakeshore Soccer Complex. It is interesting to note, that less than 50% of the respondents were aware of Lakeshore Soccer Complex, while 60% of respondents were aware of skateboarding parks. The key considerations for this cluster of facilities are as follows:

- ▶ Walking and cycling trails had a higher value rating than the other three facilities within this cluster, at 48%, some 9% higher compared to the other three facilities, with skateboard parks having the lowest value rating at 36% and Lakeshore Soccer Complex at 37%.
- ▶ The use levels over the last three years for this cluster of facilities was highly variable, as only 10% of households identified a person utilizing the skateboarding park compared to nearly 40% of respondents using the walking and cycling trails.
- ▶ For those individuals who were aware of these facilities, approximately one third rated the walking or cycling trails as good or excellent, 21% had the same view for the conservation areas located in the Town, and 17% for Lakeshore Soccer Complex. The skateboarding parks had a very low good to excellent rating at only 8%. Overall, these four facilities drew low quality ratings from respondents.
- ▶ The last two identified Town-wide facilities were other local beaches and outdoor basketball courts. Both facility types had low awareness levels at 30% or less, low value ratings at 25% for local beaches and 16% for outdoor basketball courts, low utilization levels at less than 22% for beaches and only 10% for outdoor basketball courts and had some of the lowest overall good to excellent quality ratings.

The respondents relative to the Town-wide parks and recreation facilities have identified a profile where there is almost a direct co-relation between awareness levels, value for the facility and



utilization levels. However, only one facility had a good to excellent quality rating over 50%, Lakeview Park and Marina at 59%. All other quality ratings were at 40% or less of respondents. The data would indicate that amongst the general population, there is a relative low quality perspective for the Town-wide recreation facilities.

.2 Area Specific Recreation and Leisure Facilities Results

Area 1 – South

Five parks and recreation facilities were identified for this area as having a localized servicing role. The following perspectives were provided from the survey respondents:

- ▶ Only one venue, the Comber Fairgrounds, had awareness levels above 50% and this was at 70% for this facility. All other awareness levels were 33% or less, with the Millen Community Centre Park having the lowest awareness rating at 20%.
- ▶ Relatively low value ratings were placed on all these facilities. The Comber Fairgrounds was seen as being very important to the community by 55% of respondents. All other venues had a 23% or less value rating.
- ▶ Utilization levels were variable. Some 54% of respondents had used the Comber Fairgrounds in the last three years and 21% had used the Tilbury West Community Centre. The other three venues, Pleasant Park, Woodslee Memorial Park and Pavilion and Millen Community Centre Park had limited utilization, with the latter one being at 9% of respondents over three years.
- ▶ Relative to quality ratings, all were rated at good or excellent by less than 50% of respondents. The highest rating was for the Comber Fairgrounds at 43%. All of the other quality ratings were at 19% or less good to excellent, with two of the facilities at 8%, Woodslee Memorial Park and Pavilion and Millen Community Centre Park.

Area 2 – Northwest

Five venues were identified as having localized servicing profiles for the Northwest area. The following respondent profiles were identified:

- ▶ Optimist Park was the only venue that had greater than 50% awareness, at 76%. All the other venues, including Centennial Park, Maidstone Park, Leffler Peace Park and St. Clair Shores Park had awareness levels of 41% or less, with the lowest being St. Clair Shores Park at 23%.

- ▶ Relative to importance to the community, Optimist Park had a 60% importance level amongst respondents. The other four sites had 31% or less, with St. Clair Shores Park having the lowest at 15% importance.
- ▶ In terms of utilization, 50% of respondents had been to Optimist Park in the last three years. Approximately one in four respondents had been to Centennial Park and Maidstone Park in the last three years. Attendance at Leffler and St. Clair Shores Parks was limited.
- ▶ Relative to quality ratings, all the parks had ratings at less than 50% good or excellent. Optimist Park was rated at 44% good or excellent while St. Clair Shores Park had a 6% good or excellent rating.

Area 3 – Northeast

Three facilities were identified as serving this particular area, Lighthouse Cove Lions Park, Tilbury North Park and GERALYN TELLIER-PERDU MEMORIAL PARK. The key profile information provided by respondents was as follows:

- ▶ Awareness levels were relatively low, with the highest at 39% for Lighthouse Cove Lions' Park.
- ▶ Importance to the community was the lowest for any of the three geographical areas, with two at 28% and 27% respectively, being Tilbury North Park and Lighthouse Cove Park.
- ▶ Utilization levels were all low compared to other areas of the Town, with Tilbury North Park having the highest visitation rate at 23%.
- ▶ The quality ratings for good to excellent were the lowest for all the Town's facilities collectively, being 16% for Tilbury North Park, 14% for Lighthouse Cove Lions' Park and 6% for Memorial Park.

.3 Summary

The Town's parks and recreation facilities have the following overall evaluation characteristics based on respondent views:



- ▶ Significant awareness levels for the Belle River Arena and Lakeview Park and Marina, Comber Fairgrounds and Optimist Park. After these three facilities, awareness levels become variable, but considerably lower.
- ▶ The value to the community ratings amongst respondents is directly co-related to awareness levels and tends to, in every case, track behind awareness levels. The venues with the highest awareness levels also had the highest value ratings.
- ▶ Utilization of facilities over the last three years was highly variable and is connected to awareness levels and / or importance to the community. This would indicate that it reflects respondents' individual leisure interests and / or whether those facilities support those activities.
- ▶ The strongest respondent consensus from the survey in regards to these park and recreation facilities, was the low quality ratings. Only one of the twenty-one venues surveyed, had a rating over 44% as to being good or excellent, which was Lakeview Park and Marina at 59%. All other ratings were below 44%, with six of the venues having a rating of less than 10% good or excellent. The quality ratings indicate a gap between expectations of respondents compared to the actual conditions of these venues.

.4 Area Specific Respondent Value For and Use of Town-Wide Recreation Facilities

Table 2.5-3 examines sub-area respondents' sense of importance of the Town-wide venues to the community.

Table 2.5-3

Among Total Sample, Percent Who Said Facility Was Very Important to Local Community*	Total (n=312)	Area 1 South	Area 2 Northwest	Area 3 Northeast
Belle River Arena	74%	57%	(1) 73%	(1,2) 92%
Lakeview Park and Marina	70%	45%	(1,3) 79%	(1) 62%
Walking and cycling trails	48%	25%	(1) 56%	(1) 46%
Conservation areas	39%	36%	34%	(1,2) 59%
Lakeshore Soccer Park	37%	21%	(1) 41%	(1) 40%
Skateboarding parks	36%	18%	(1) 37%	(1,2) 50%
Other local beaches	25%	24%	24%	27%
Outdoor basketball courts	16%	12%	18%	15%

Read as: Overall, 74% were aware of the Belle River Arena and rated this facility as 'very important' to the local community. Area 3 residents were most likely to be aware and say it was important, followed by Area 2, with Area 1 residents being the least likely to say so.

Key considerations are as follows:

- ▶ Belle River Arena was seen as most important to respondents in the Northeast where it is located, as well as in the Northwest that also utilizes the facility. There is a significant reduction in value / importance to South Area respondents, presumably because many of the children and adults in this area utilize the arenas in the Towns of Essex and Tilbury.
- ▶ Lakeview Park and Marina had high value ratings amongst Northwest respondents and in the Northeast, which directly aligns locationally with the facility, with less than 50% importance to respondents in the South, again reflecting geographical relationships.
- ▶ Walking and cycling trails had the highest importance to Northwest respondents, 56% and those in the Northeast, 46%. The value rating in the South dropped by more than 50% to 25%, which indicates less access, awareness and different locational relationships.
- ▶ Conservation Authorities were more highly valued by Northeast respondents, 59% and had relatively the same values amongst South and Northwest respondents, likely reflecting accessibility.
- ▶ Lakeshore Soccer Complex had similar value ratings at 41% and 40% respectively for Northwest and Northeast respondents. This was reduced by approximately 50% for respondents in the South, again reflecting a likely propensity to participate in such activities in the Towns of Essex and Tilbury.
- ▶ Skateboarding parks had higher value ratings amongst Northeast respondents with reduced ratings in the Northwest. However, the ratings from South respondents were almost 66% lower, reflecting accessibility and awareness considerations.
- ▶ Other beaches value ratings were similar amongst all three area respondent groups, with only one in four respondents indicating a high value.
- ▶ Outdoor basketball courts had similar ratings across all three areas, but were relatively low at 18% or less.

The data on Town-wide facilities by sub-area respondents in terms of importance to the community indicates a strong co-relation between utilization, awareness and locational connectivity. The

higher these elements, the greater the value rating. The impact of the Southern respondents utilizing facilities in the Towns of Essex and Tilbury is also evident. Also, the South area respondents have the lowest value / importance ratings across all eight venues, except for conservation areas.

The South area respondents clearly identify less affinity, support and utilization of the major Town-wide facilities, which is significantly driven by locational distances and a history of utilizing facilities in neighbouring communities.

Table 2.5-4 examines respondents' views within the three sub-geographical areas as to their patterns of use of the eight Town-wide facilities.

Table 2.5-4

Percent of Respondents Who Were Aware Of, and Had Used, Specific Facilities in the Past Three Years, by Area*	Total (n=312)	Area 1 South	Area 2 Northwest	Area 3 Northeast
Lakeview Park & Marina	73%	40%	(1,3) 85%	(2) 63%
Belle River Arena	57%	24%	(1,3) 68%	(1) 54%
Walking & cycling trails	39%	21%	(1,3) 46%	(1) 32%
Conservation Areas	32%	29%	26%	(1,2) 58%
Other local beaches	22%	15%	23%	24%
Lakeshore Soccer Park	22%	11%	(1) 27%	(1) 21%
Outdoor basketball courts	10%	7%	12%	4%
Skateboarding Parks	10%	11%	6%	(1,2) 26%

The data indicates the following:

- ▶ Lakeview Park and Arena has the highest utilization levels, particularly for respondents in the Northwest, at 85%, 63% for Northeast with a substantial drop to 40% amongst South area respondents.
- ▶ Belle River Arena has the greatest utilization from Northwest and Northeast respondents with approximately a 60% reduction in utilization by South respondents.
- ▶ Except for conservation areas, the pattern generally continues with respondents in the Northwest and Northeast having the highest participation levels and the respondents in the South area having the lowest participation levels by a significant margin.



.5 *Area-Specific Facilities Importance and Use*

Tables 2.5-5 and 2.5-6 examine respondents' views from the three sub-geographical areas relative to the importance and use of all of the facilities tested in the survey.

Table 2.5-5

Percent Who Were Aware of Facility and Said It Was Very Important to Local Community	Total (n=312)	Area 1 South*	Area 2 Northwest	Area 3 Northeast
FACILITIES IN AREA 1				
Comber Fairgrounds	55%	(2) 70%	44%	(2) 78%
Pleasant Park	23%	24%	24%	19%
Woodslee Memorial Park	23%	30%	22%	23%
Tilbury West Community Centre	23%	(2) 51%	10%	(2) 39%
Millen Community Centre Park	15%	18%	15%	12%
FACILITIES IN AREA 2				
Optimist Park	60%	33%	(1) 66%	(1) 67%
Centennial Park	31%	16%	(1) 35%	(1) 30%
Maidstone Park	25%	11%	(1,3) 32%	17%
Leffler Peace Park	17%	5%	(1,3) 23%	8%
St. Clair Shores Park	15%	5%	(1) 18%	12%
FACILITIES IN AREA 3				
Tilbury North Park	28%	(2) 34%	13%	(1,2) 72%
Lighthouse Cove Lions Park	27%	(2) 34%	17%	(1,2) 54%
Geralyn Tellier-Perdu Memorial Park	17%	12%	13%	(1,2) 36%

Read as: 70% of those who lived in Area 1 were aware of the Comber Fairgrounds and said it was very important to the community, and this number was higher than those who lived in Area 2, but similar to those who lived in Area 3.

Table 2.5-6

Percent of Respondents Who Were Aware of and Had used Area Facilities in the Past Three Years, by Area	Total (n=312)	Area 1 South	Area 2 Northwest	Area 3 Northeast
AREA 1 - SOUTH				
Comber Fairgrounds	54%	(2) 79%	38%	(2) 83%
Tilbury West Community Centre	21%	(2,3) 62%	7%	(2) 28%
Pleasant Park	14%	12%	16%	11%
Woodslee Memorial Park & Pavilion	10%	13%	10%	8%
Millen Community Centre Park	9%	14%	8%	9%
AREA 2 – NORTH WEST				
Optimist Park	50%	18%	(1) 59%	51%
Centennial Park	24%	7%	(1,3) 32%	13%
Maidstone Park	22%	6%	(1,3) 30%	10%
Leffler Peace Park	14%	1%	(1,3) 20%	5%
St. Clair Shores Park	8%	--	11%	4%

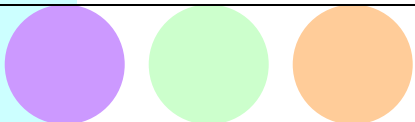


Table 2.5-6

Percent of Respondents Who Were Aware of and Had used Area Facilities in the Past Three Years, by Area	Total (n=312)	Area 1 South	Area 2 Northwest	Area 3 Northeast
AREA 3 – NORTH EAST				
Tilbury North Park	23%	(2) 26%	8%	(1,2) 71%
Lighthouse Cove Lions Park	19%	28%	11%	(2) 36%
Geralyn Tellier-Perdu Memorial Park	10%	7%	8%	(1,2) 23%

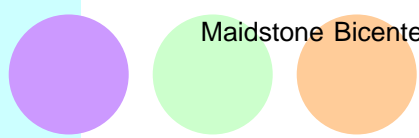
The following highlights prevailed:

- ▶ Across the Township, the Comber Fairgrounds and Optimist Park had the highest levels of importance amongst respondents.
- ▶ Area facilities that held significant appeal outside of their immediate service area included:
 - The Comber Fairgrounds and The Tilbury West Community Centre relative to their importance to respondents in the Northeast;
 - Optimist and Centennial Parks relative to their importance to respondents in Northwest;
 - None of the facilities had strong importance scores outside of their immediate service areas.
- ▶ Area servicing facilities were generally more likely to be visited by respondents within the service area.
- ▶ An exception to this trend was the Comber Fairgrounds, which was visited just as heavily by respondents from the Northeast and Optimist Park, which was visited just as much by respondents from Northeast and Northwest areas.

2.5.4 CULTURAL FACILITIES

Based on the survey results, the following outcomes are identified relative to the cultural facilities and their utilization within the Town of Lakeshore:

- ▶ For the three museums, John Freeman Walls Historic Site, Comber Museum and the Maidstone Bicentennial Museum, only one quarter to one third of respondents were



aware of these museums. However, 62% of respondents were aware of at least one museum, while only 8% of respondents were aware of all three. Nearly 40% of respondents were not aware of any of the museums.

- ▶ 55% of respondents who were aware of at least one museum venue, indicated local historical sites were very important to the local community, while 91% of respondents in this category said they were somewhat or very important resources to the community. This translates into 34% of the total respondents who were aware of at least one museum site and who said they were very important, with 56% being aware of at least one site who indicated they were somewhat to very important to the community.
- ▶ Relative to the use of the three museums, 21% of respondents had visited the Comber Museum, 15% the John Freeman Walls Historical Site and 7% the Maidstone Bicentennial Museum.
- ▶ Relative to satisfaction, eight in ten respondents who had visited a museum indicated it was a good or excellent venue. This is a substantially different qualitative result than was realized for Town-wide parks and recreation facilities.
- ▶ Awareness amongst households with children and the incidence of their children visiting a museum found that 8% of respondent families with children had visited the John Freeman Walls Historical Site, 9% the Comber Museum and 2% the Maidstone Bicentennial Museum.

In summary, awareness levels of the museums were low to moderate. However, amongst those individuals who were aware of one or more of the museums, visitation levels were reasonably strong. Children's visitation to the museums for respondent families with children, was low, ranging between 2% to 9% for such households.

The data also indicated that the John Freeman Walls Historical Site and the Comber Museum are substantially better known and attended than the Maidstone Bicentennial Museum by an order of magnitude of three times. Also, the qualitative evaluation levels of the venues were relatively high with eight in ten respondents indicating good or excellent. This is substantially higher than the qualitative ratings achieved for the Town-wide parks and recreation facilities.



2.5.5 FUTURE PLANNING AND DEVELOPMENT INITIATIVES

.1 Future Recreation Facility needs

Table 2.5-7 examines respondents' sense of importance and value for six park and recreation facility development initiatives identified to them. The data provides the sense of priority held by respondents for these resources.

Table 2.5-7

Respondent's Top Two Choices, From a List of Six Facilities the Town Could Develop in the Next Five to Ten Years (n=304)	1 st Choice	2 nd Choice	1 st or 2 nd Choice
Indoor Pool	34%	18%	52%
Cycling & Walking Trails	20%	21%	41%
New Twin Pad Arena	14%	9%	23%
Recreation Centre	11%	17%	28%
More Public Beaches	10%	15%	25%
More Public Access Points to Waterfront	6%	10%	16%

The key outcomes are as follows:

- ▶ On a first choice basis, an indoor swimming pool was identified by just over one third of respondents. This was significantly higher than the next selection on a first choice basis, being cycling and walking trails at 20%. Another 18% identified an indoor pool on a second choice basis, with 52%, or just slightly over one in two respondents identifying an indoor pool as a first or second choice for future facility development over the next five to ten years.
- ▶ The second most identified first choice was additional cycling and walking trails, at 20% or one in five respondent households. In total, as a first or second choice, 41% of respondent households identified this as a priority.
- ▶ A new twin pad arena was identified by 14% of households on a first choice basis and 9% on a second choice basis, with nearly one in four households identifying a new twin pad arena as a priority over the next five to ten years.
- ▶ A new recreation centre had 11% identification on a first choice basis, with 28% of respondents identifying this as a first or second choice priority, which was slightly larger than twin pad arena on a two choice basis.

- ▶ More public beaches was identified as a first choice by 10% of respondents and 25% on a first or second choice basis, with more public access points to the waterfront being identified by 6% of respondents as a first choice and 16% as a first or second choice.

The data indicates identifiable priority amongst the population for an indoor pool, increased cycling and walking trails, a new twin pad arena and a recreation centre, with the indoor pool an evident preference over the others. The relationship with the beach and access to beaches was less identified in relative terms. A 52% first or second choice identification indicates the potential for almost one half of the households having an interest in indoor pool activities.

.2 Indoor Pool Pricing and Operating Analysis

Beyond the stated preferences, respondents were asked to indicate their potential use of an indoor pool if one were to be developed in Lakeshore. The following data was extracted from the survey results:

- ▶ 42% of adult respondents were very likely to use an indoor pool and 18% somewhat likely, indicating a 60% potential use basis. Some 13% of respondents indicated they were somewhat unlikely, while 27% indicated they were not likely to utilize an indoor pool.
- ▶ 67% of households with children under the age of 18 indicated very likely use of an indoor pool, with 20% indicating somewhat likely use. Only 8% of households with children indicated they were somewhat unlikely and 5% very unlikely to use an indoor pool. Therefore, 87% of households with children located across Lakeshore, indicated a probability of use of an indoor pool.
- ▶ For those households who did not have children under the age of 18 in the home, 31% indicated they were very likely to utilize the facility and another 17% somewhat likely. Therefore, 48% or nearly one in two households without children indicated some likelihood of using an indoor pool. Some 16% of respondents said they were somewhat unlikely to use an indoor pool and 37% indicated very unlikely use.

The data indicates a significant preference for a future indoor pool. An indoor pool was seen as part of a multi-use facility feasibility study within this Master Plan. A price point analysis was completed. The results are more fully identified within the household survey report in Appendix I. The price point analysis for use of an indoor pool indicated the following:



- ▶ The total number of participants who were somewhat or very likely to attend / use an indoor pool did not change significantly when the price moved from \$5.00 to \$7.00 per visit. However, a greater percentage said they were very likely under the lower price scenario, with those over the age of 55 being twice as likely to swim than those 55 or over at the higher price point.
- ▶ For all the adult population at \$7.00 per visit, 24% indicated it was very likely that they would utilize the pool and 25% somewhat likely, indicating 49% use potential.
- ▶ For those under the age 35, 24% were very likely to use an indoor pool at \$7.00 per visit with 29% somewhat likely, for a total of 53% or slightly higher than the average for the older age group.
- ▶ For those individuals 35 to 54 years of age, 30% of respondents were very likely to use the pool at \$7.00 per visit and 26% were somewhat likely, for a participation potential of 56% at \$7.00.
- ▶ For those respondents 55 years of age and over, 14% were very likely to use the pool and 15% somewhat likely for a total potential of 29%.
- ▶ When testing the \$5.00 price point, the total utilization potential moved from 49% to 53%. For the under 35 year old respondents, the potential moved from 53% to 61%, while the potential amongst 35 to 54 years of age respondents moved from 56% to 60%. For 55 and older aged respondents, the use potential moved from 29% to 31%.

The data indicates that price points in the \$5.00 to \$7.00 area for individual visits for adults, such as free swims or lap swimming, would draw a significant amount of participation. The \$2.00 difference in price points would have some impact on total participation, but it does not appear to be substantial. By the time such a facility were built, if it was constructed, the \$7.00 fee would be a more standard price point at that time.

In further reviewing the financial revenues associated with an indoor pool, price points for packages of ten children's lessons were tested at \$80.00 and \$60.00 per package. The results indicated the following:

- ▶ For the total population, 11% indicated they were very likely to buy the ten session package at \$80.00 and 8% were somewhat likely for a participation rate of 19%.



- ▶ For those respondent families that had children under the age of 18, 35% were very likely to purchase such a package at \$80.00 and 25% were somewhat likely, totalling 60% prospects.
- ▶ When using a \$60.00 price point for ten lessons, the total respondent potential moved from 19% to 21%, however, the very likely prospects moved from 11% to 17%, up six percentage points or nearly 50%.
- ▶ For those respondents who had children in the home, the \$60.00 price point prospects moved from 60% to 67%, however the very likely prospects moved from 35% to 54%.

The survey asked respondents also about whether the Town should operate the pool or enter into a partnership. The results from the survey indicated the following:

- ▶ 72% of respondents felt it made no difference.
- ▶ 18% of respondents indicated the Town should partner with a not-for-profit organization.
- ▶ 6% of respondents felt the Town should build and operate the pool, while 4% were unsure.

The primary reasons given for a partnership approach by the 18% of respondents who indicated this choice were:

- ▶ Do not want property taxes to increase.
- ▶ Will be better run.
- ▶ Distributes weight of operating a large facility.
- ▶ Too much controversy in Town, prefer outsider.
- ▶ Shared accountability is better.
- ▶ Will be run more efficiently by non-government groups.
- ▶ Admission prices lower.
- ▶ More community members involved.

Those respondents who preferred a Town operating model for an indoor pool indicated the following:

- ▶ Will be better run.
- ▶ Save money on building costs.
- ▶ Admission prices lower.
- ▶ More control over the way it will be run.
- ▶ Will employ more people.

The data indicates a significant portion of the respondents have no preference in terms of the operating model for such a facility. Therefore, they are open to various assessments of what might be the preferred approach.

In addition, those individuals who had a preference for a non-profit partnership, felt that there would be operating efficiencies and enhanced effectiveness. Similarly, the individuals who preferred a Town operating approach had similar views, but obviously from an opposite perspective.

.3 Service Delivery and Communication Perspectives

The household survey also, under the future planning section, asked respondents a series of questions that dealt with future services delivery and communications. Based on the results from the full report the following outcomes were identified:

- ▶ With regards to a preference for more leisure and recreational programs available in Lakeshore, 61% agreed strongly and 29% agreed somewhat, indicating a 90% perspective in this regard. The respondents have evidently identified a preference and potential need for more leisure services on a fairly significant scale.
- ▶ Respondents were asked their preferences around multi-use facilities. Some 66% of respondents indicated they strongly agreed with this development strategy, another 23% somewhat agreed. Again, almost 90% of respondents preferred the idea of multi-use facilities, potentially containing an arena, pool and library in the same building.



- ▶ With regards to the redevelopment of Lakeshore Park and Marina as a regional tourist attraction, 38% strongly agreed and 35% agreed somewhat. In total, 73% of respondents felt a preference such an initiative.
- ▶ With regards to facilities operating costs, 44% of respondents felt that new facilities should pay for themselves through user fees and 43% agreed somewhat, for a total of 87%. Only 13% felt that user fees should not be the basis for paying for these facilities. The respondents were split in regards to 44% strongly agreed with this method of payment and 43% felt somewhat supportive, indicating a split between user fees and other sources of income amongst respondents.
- ▶ In regards to paying a bit more in property taxes to add more recreational facilities in Lakeshore, some 17% of respondents agreed strongly, while 29% agreed somewhat, resulting in 46% indicating some support for this statement. Some 54% of respondents were not as supportive, with 20% disagreeing somewhat and 30% disagreeing strongly. In terms of the two ends of the continuum, 17% indicated strong support for increased taxes on a limited basis, while 30% strongly disagreed. Some 49% or one half of the respondents were in the middle ranges between somewhat agree to somewhat disagree, indicating a balanced approach would be the most supportable, between the use of taxes and user fees.
- ▶ From a future planning perspective, respondents were asked about other needs, on an unprompted basis, that they might have in regard to leisure services in Lakeshore. An interesting set of responses were received:
 - 10% of respondents indicated fixing / improving roads before anything else;
 - 8% indicated spreading facilities around the Township for all to use;
 - 4% indicated better maintenance of current parks / facilities.

After these results, the response rates became marginal. It would appear that fixing the roads is a significant priority for the community.

A series of communication questions were also asked of respondents in terms of how information is best received on leisure services by residents. Based on the survey results within the full report, the following outcomes are identified:



- ▶ 47% of respondents recalled seeing and using the Recreation and Leisure Guide, which indicates a fairly high penetration rate. For many communities, this could be less than 25%.
- ▶ 15% of respondents used the Town website to find information on leisure services.
- ▶ 15% of respondents recalled seeing a notice on leisure services within their tax bills.

In terms of evaluating how well the Town does in informing residents about local parks, recreation and culture programs and facilities, the following was identified:

- ▶ 9% strongly felt that the Town does a good job, 37% strongly agree, for a total of 46% having a positive perspective.
- ▶ Some 51% had a more negative perspective, with 26% disagreeing somewhat and 25% disagreeing strongly that the Town is effective in its communications programs on leisure services.

Some testing of different media channels was completed in the household survey relative to receiving information on leisure services from the Town with the following results:

- ▶ 82% of respondents indicated that they were very likely or somewhat likely to notice such information if attached to the water bill, with 65% saying very likely.
- ▶ 59% of respondents indicated that they would likely see such information if contained in the Windsor Star, 36% indicated somewhat likely. The use of other print media declined to 46% for the Lakeshore News, 19% for the Tilbury Times and 16% for the Essex Free Press.
- ▶ Relative to radio, 58% of respondents, with 35% saying very likely, would hear such information on AM800 radio with 32% indicating such an outcome on CHYR radio, however, only 14% were very likely.

From a media channel perspective, the water bill strategy had the largest potential impact both in terms of very likely and somewhat likely, but particularly in terms of very likely at 65%. The potential of using print and radio media was highly variable with the Windsor Star and the Lakeshore News in the print stream and AM800 in radio having some value at 46% or higher respondent levels of potential value.



2.5.6 HOUSEHOLD SURVEY RESULTS SUMMARY

The following points provide a summary of findings from the household survey.

Current Activities

- ▶ One in five respondents said they or their children participated in organized activities at arenas, soccer fields and baseball fields in the past year. One in six had gone to a community centre and one in ten used indoor pools or gyms.
- ▶ These activities were most often based in Lakeshore – except for indoor pool activities. Those who went out of town for various activities were most likely to mention Windsor, Essex, and Leamington as their destination.

Satisfaction with Existing Facilities and Programs

- ▶ Satisfaction with local facilities and programs was fairly low, with very few respondents giving a score of “excellent” to any of the items tested. The percent who said “good” or “excellent” was also relatively low at:
 - 50% for parks;
 - 34% for recreation and leisure;
 - 20% for heritage, arts and culture; and
 - 20% for tourism.
- ▶ This question was repeated later in the survey, after all the local facilities had been mentioned, to see if talking about the many facilities would influence opinion. Interestingly, ratings barely moved!
- ▶ Respondents were also asked to score their satisfaction with local facilities and programs in terms of *meeting the needs of various demographic groups*. Once again, very few gave high scores. Teens were perceived as the group whose needs were the least well met, with only 12% saying the Town had done a good job. Families were perceived to be the group best served, yet only 40% said the Town had done a good job for them.



Cultural Facilities

- ▶ Only one-quarter to one-third of residents were aware of the three museums tested. 62% were aware of at least one museum, 8% were aware of all three, and 38% were aware of none!
- ▶ 55% of those who were aware of at least one site said local historical sites were very important to the local community, 91% said “somewhat” or “very” important. This translates into 34% of the total population who were aware of at least one site and said museums were “very” important to the community (56% were aware of at least one site and said they were “somewhat” or “very” important).
- ▶ When it came to visiting the sites:
 - 21% had visited the Comber Museum;
 - 15% had visited the John Freeman Walls Historical Site; and
 - 7% had visited the Maidstone Bicentennial Museum.
- ▶ Eight in ten of those who had visited a site rated that site as “good” or “excellent”.

Recreation and Leisure Facilities

- ▶ A total of 21 recreation and leisure facilities were tested for awareness, importance to the local community, use, and satisfaction, including eight that were considered “Town Wide” resources, and 13 that were considered “Area Specific” resources.
- ▶ Among Town Wide resources, the Belle River Arena and Lakeview Park & Marina were the two used most often and were seen as most important to the local community.
- ▶ Among Area Specific resources, the Comber Fair Grounds and Optimist Park were the two that garnered significant awareness and use outside of their immediate area.

Future Planning

- ▶ In general, respondents were supportive of having more facilities in their local community, of multi-use facilities and of the redevelopment of Lakeview Park and Marina. When it came to paying for new facilities, respondents were more likely to

support user fees than taxes as the way to pay for them. When asked to add their own ideas, one in ten respondents said the Town should fix local roads before doing such projects and those living in Areas 1 and 3 were likely to mention the need to spread facilities around the Town for all to use.

- ▶ Respondents were asked whether they would be in favour or against each of six ideas for future projects. All six garnered some level of support from two thirds of respondents, but projects could be placed into three groups.
 - There was strongest support for an indoor pool and more cycling and walking trails (7 in 10 were strongly in favour, 9 in 10 were strongly or somewhat in favour).
 - The second tier of projects included more public beaches, a new multi-purpose recreation centre and more public access to the waterfront (5 in 10 were strongly in favour, 8 in 10 were strongly or somewhat in favour).
 - The least support was given to a new twin pad arena to replace the existing ice pad (1 in 3 were strongly in favour with 6 in 10 saying strongly or somewhat).
- ▶ When asked to rank their first and second choices from among this list, the indoor pool and walking trails continued to dominate, however, the new twin pad arena garnered as much support as a recreation centre or more than for public beaches.

Future Planning

- ▶ If an indoor pool were built, six in ten adults were likely to use it for themselves.
- ▶ Six in ten households with children said children in their household would attend swimming lessons in a new indoor pool. (This translates into two in ten households overall.)

Residents were mostly indifferent regarding the benefits of the Town operating the pool itself versus partnering with a not-for-profit organization to do so, with three quarters having no preference. Among those with a preference, most were likely to prefer such a partnership and this was based on the assumption that it would keep their taxes down and be run more efficiently.



Communications

- ▶ Respondents were split in terms of agreeing or disagreeing that the Town did a good job in telling them about local parks, recreation and cultural programs and facilities that were available.
- ▶ When it came to their use of current communication vehicles:
 - 47% recalled seeing and using the Recreation and Leisure Guide,
 - 15% used the Town web site to find this information, and
 - 15% recalled notices received with their tax bill.

Among various media tested, inserts in their water bill seemed to be the most popular as a means to communicate in the future, but local newspapers and radio stations also garnered some support.

2.6 Key Trends and Strategies

2.6.1 INTRODUCTION

In developing the Community Services Master Plan for the Town of Lakeshore, a number of key trends and strategy options and considerations need to be reviewed in order to set a direction and course of action in terms of the ongoing development, delivery and evaluation of community services. The following subsections provide a basis to develop the specific services strategies and recommendations to be incorporated in the Master Plan.

2.6.2 LEISURE TRENDS

.1 Aging and Youth Populations

One of the most significant and well documented trends within Canadian society is that of the aging population. By 2016 to 2020, over 30% of most urban centre populations in Ontario will be over the age of sixty. Known as the "baby boom generation," this will have a profound impact in both the types of leisure services / activities that will be undertaken and resident expectations.

Today, many of the "boomers" are quickly moving towards an "empty nest" lifestyle. That is, their children have either left home to go to university or college or into the work world, or will be shortly. As a result, these adults are not raising children, have different priorities and are starting to, as they age, undertake different levels of leisure activities. Affordability, availability, time to participate and the range of activities are all impacted.

Currently, the "baby boomers" are 45 to 60 years of age of which one half are 50 to 60 years of age and one half are 45 to 55 years of age. They represent a significant proportion of the population, and from a public policy perspective, have typically been the centrepiece to most major government public policy initiatives over the decades, such as the suburban school system, the college and university system, etc.

As this generation ages, there has been clear identification politically and service delivery wise towards health oriented issues. As a result, the following trends are being identified:

- ▶ Increasing political importance being placed on health care services in recent elections, as boomers age, they become increasingly concerned about health care. This is also augmented by the fact that over 60% of a person's health care costs on average are incurred in the last five years of life.
- ▶ This generation tends to undertake activities based on convenience, quality and price; compared to the previous generation who tended to be significantly more price sensitive with convenience as a lower priority.
- ▶ The population is very nostalgic, has a "60s phenomena" and have very high expectations as to what their fees will provide, the quality of service received, the instantaneousness of response, etc.

Major assessments of this generation, as per the books Boom, Bust and Echo, or Sex in the Snow, have identified profiles of this population as being more inwardly looking to their own needs, having higher expectations and being uniquely different from the previous generations, which is primarily those who are associated with the depression and the war era.

An aging population will have the following participation impacts in leisure services:

- ▶ A rising interest in bird watching, genealogy, walking and related health / fitness / wellness oriented activities.
- ▶ Declining interest in joining clubs, membership-based activities. This is evident in some changing profiles for senior centres, as well as golf course memberships now offering multiple venues in the same membership package.
- ▶ An increasing trend towards private fitness centres, personal trainers and related activities.



- ▶ A general willingness to pay for activities, but often asking what does one get for the increased costs on a year to year basis. More like a private sector purchase interaction.
- ▶ Broader travel interests.
- ▶ Increasing interests in art, culture and heritage.

Other key demographic shifts, also involve the following points:

- ▶ The percentage of people retiring under the age of 60 has generally increased resulting in younger and healthier seniors, even though legislation now bans forced retirement at age thresholds.
- ▶ More and better pensions, as well as more females retiring from the workforce with pensions, which is uniquely different than when seniors discounts were established thirty years ago for a different type of seniors' demographic and financial situation.
- ▶ Many early retirees and other seniors are undertaking consulting, part time contracts and on-going work activities.
- ▶ Seniors populations that are looking for more physical fitness and other activity-based programming than the traditional socialization oriented leisure programming.

In conjunction with the aging trends and impacts, is the fact that the birth rate, 2006 Census indicates 1.5 children per family, has stabilized at a low level, with many couples not having children or only having one child. The projections for most urban environments in Ontario, is that for the 0-19 population over the next twenty years, to either remain stable in terms of the current absolute numbers of individuals in these age categories or to actually see some declines in the number of youth. The question in regards to youth services is not that youth are going to disappear or that there is going to be less of them. Rather it is more to the fact that there will not be significantly more of them which has been the traditional planning profile for leisure services for the last forty to fifty years.

As a result of the demographic shifts over the next fifteen years, there will be absolutely more seniors in terms of numbers who are looking for different types of program relationships and activities while we will not have a growing but rather a likely stable youth population. This will uniquely change some of the perspectives as to the planning and delivery of leisure services from what has historically been the benchmark of the last decades. Also, the Echo Boom generation has

left secondary school which was the last identifiable growth-oriented youth age cohort. The future of youth services now focuses on existing and slightly declining population volumes.

.2 Ethnocultural Diversification

Due to birth rate declines, Canada needs approximately 350,000 plus net new immigrants per year to sustain its current population. This is felt to be a very significant goal for the country in order to ensure a stable and growing economy. As a result, Canada has encouraged immigration from around the world in order to meet these particular policy objectives and strategic outcomes. What has significantly changed related to immigration has been the source of the new immigrants and refugees. Traditionally they have come from northern Europe in large numbers through the later part of the 19th century, the first half of the 20th century. In the last twenty years, they have increasingly been arriving from non-traditional sources, such as the Middle East, Asia, Africa and South America. Many of these individuals have also been refugees from war torn, impoverished countries, with no fundamental experiences or traditions in regards to leisure activities, education, health care, etc. Others have come with a different array of leisure experiences, involving soccer, cricket and other leisure activities specific to their culture but of limited exposure in Canada.

The Essex area has been a strong settlement area traditionally for immigrants, many of North European cultures due to the employment and related opportunities in the automotive and other sectors. In recent years, the area has attracted larger numbers of new immigrants also due to the type of employment opportunities.

The area also has a strong French-Canadian settlement tradition emanating from the 1700s when the area had a significant French-Canadian background. The French culture continues to be evident, with the Town of Lakeshore having identified French-Canadian settlement areas. This is further exemplified by the discussions and planning associated with the possible development of a French Cultural Centre.

The Essex area and Lakeshore has a very diverse ethnocultural profile. This is likely to continue to grow as Canadian immigration strategies continue to source new Canadians from around the world, especially in the professional and skilled work areas to meet the economic, employment and related needs of the country.

From a leisure services perspective, an ethnically diverse population creates communication requirements to inform and educate new Canadians about community services, ranging from everything from how to source information to encouraging participation in new experiences. This trend also can impact the types of services that people are interested in, ranging from increased



soccer participation, to reduced interest in activities that they may have no history in, such as ice-based sports, baseball, fitness and heritage considerations.

An interesting example is South London, which twenty years ago had the largest minor hockey registration in the City at 1,200 participants. The area became a very significant settlement area for new immigrants, particularly from the Middle East and Arabian countries. Within a very short period of time, registration fell from 1,200 children to 600 children, which was due to the impacts of both stabilizing youth populations and the higher presence of immigrant children.

Today, the Minor Hockey Association in the area is seeing some increased participants from the ethnic communities as second and third generation immigrant families start to acclimatize and participate in more traditional Canadian activities.

.3 Sport Activities

There are some significant changes occurring within the minor and adult sports area which is often one of the cornerstones to leisure services planning and development.

The first one involves hockey. One argument that prevails is that there may be no more additional need for ice surfaces as the youth population is stabilized in terms of numbers and the adult population playing hockey is aging. This argument has been presented by David Foote in Boom, Bust and Echo and by others.

However, what has really happened, and what is fuelling demand for additional ice resources, is the substantive growth in women's hockey, both at the youth and adult levels. Over the last number of years, women's hockey has grown between 15% and 30% in most urban centres. Though there has been some impacts on ringette, it has not caused ringette to collapse as some expected. There are many new female participants coming into the "ice world." As a result, the demand for ice time is increasing on an annual basis, often for communities like Lakeshore, involving two to four new female teams per year.

What is also important in terms of longer-term planning is that many of these females at the youth level will want to carry these activities over into their adult life. Therefore, communities see the rise of junior female teams, as well as adult female hockey leagues. As one example, the Township of Middlesex, with the population of under 20,000 people, now has two female adult teams and the City of Burlington has a six team women's adult league.



The rise in female activity is not only at the youth level but will continue on through to the adult age groups. It is also anticipated that it will be a number of years before the female hockey participation growth rate stabilizes.

Additionally, there is growth in terms of disabled athletes participating in ice sports, such as sled hockey. As well, in the adult leagues, there is more league segmentation occurring by age groups which encourages older aged participants to continue to play into their 50s, 60s and 70s.

All these different groups and new applications / uses result in increasing demand for ice time, even though there may be stabilization in members in the more traditional user categories. Another ice consideration is changes occurring in figure skating. In terms of figure skating numbers, the traditional activities may be stabilized but the growth in precision skating, rhythmic skating and other team oriented skating activities is increasing. Therefore, demand for ice time is growing for larger numbers of participants on the ice at one time than occurs for the traditional ice skating programs.

Another area of interest in terms of ice use is the introduction of the Masters Skating Clubs / Programs, which is similar to old-timers hockey. A number of communities now have Masters skating programs that involve 50 to 100 individuals and this is anticipated to grow as more people re-engage with skating activities to be with their peers and for fitness.

In terms of field sports, a number of key trends are emerging. The first is the substantive growth in soccer. Soccer has grown in the early 2000s to over 500,000 registered youth soccer players in Canada, both male and female. It is now has the highest level of minor sports registration for any sporting activity in Canada. A projection by Soccer Canada, 2004, forecasted that registration by 2010 will be over 1,000,000 participants which effectively doubles the participation rate in soccer if this were to occur.

Soccer has four key attributes that are attracting participation:

- ▶ Low cost of participation;
- ▶ More structured / definable times during the summer months which are important to busy families;
- ▶ Significant aerobic activity and benefit compared to baseball, golf and similar activities;
- ▶ Connection to immigrant population experiences and interests as it is the dominant global sport.

With the significant increases in youth soccer has also come growth in women's and men's adult soccer and the introduction of Master's soccer leagues. These are following the same courses / patterns that adult baseball and hockey have followed over the last forty plus years. As a result of these trends, one can anticipate continuing growth in demand for soccer facilities, both for recreational and competitive use. Soccer is also following similar patterns in terms of wanting highly developed sites to support competitive and tournament play, lighted fields, clubhouses and other higher level facilities than sometimes have historically been provided. This development is similar to the up-scaling of ice, baseball and other sport venues.

A counter trend to the soccer growth has been a decline in some communities in minor baseball registration. Also, there has been decline in some communities in the number of adult slo-pitch participants. Some minor baseball associations have experienced declines in registrations of 30% to 60% over the last number of years from the peak registrations after the Toronto Blue Jays won two World Series. Many of these individuals have transferred to soccer. Also, the impact of golf, year round aquatics and hockey / skating and other sports have impacted baseball.

For adult baseball leagues, trends are more variable from community to community. Some communities have experienced a decline in the number of adult participants in slo-pitch and adult fastball leagues have been variable. This could be because of changing lifestyles, where summer is more intensive in terms of business and other activities, the impact of ethnic populations who have no long-term history with baseball and other impacts.

Other interesting trends involve tennis, golf and year-round aquatics. Tennis has had a highly cyclical history. In the 1970s, tennis participation grew significantly and many communities developed extensive community-based tennis facilities, such as Kitchener, London, Burlington and other centres. By the 1980s, tennis had declined in participation rates, with many communities moving from public facilities to private or publicly-oriented club environments.

Today, tennis has a continuing interest at a recreation level, but is not one of the dominant high growth leisure sport activities. Tennis court servicing needs to be considered in order to ensure reasonable opportunities but is no longer a given component in park master plans and development strategies as occurred previously.

Golf has increased its youth participation, due to interests in U.S. Scholarships, the impact of professional golf figures and golf courses attempting to attract more youth players on daytime Monday to Friday use as both a revenue source and developing future golfers. A significant growth period appears to have peaked, though there is a continuing interest in youth golf opportunities, which are primarily delivered through private sector and not-for-profit golf course operators. Some

municipalities do operate public golf courses and a few expansions have occurred in recent years, though the number of new public municipally operated golf courses has not substantively increased over the last twenty to thirty years compared to the growth rate in non-municipal golf courses.

Curling has become a very significant TV-based sport. However, many curling clubs are challenged, especially in smaller communities, to remain financially viable, such as in Stratford, Ilderton, Kitchener-Waterloo and other centres. There has been increasing focus on youth development, however, the overall curling activity levels tend to be stabilized and in some areas declining. The TV exposure has not necessarily translated into increased public interest at a recreational level.

Racquet sports have declined significantly from their peak levels of interest and exposure in the 1970s and 1980s. This has occurred because of the lack of readily available facilities in many communities, but also for an aging population, these sports tend to be more challenging due to the impact on knees, ankles and other areas of the body. Many racquetball clubs have reduced the size of their facilities or closed, while a number of municipalities, YMCAs and other providers have eliminated these activities altogether.

Basketball and volleyball have increased in popularity and participation. Once the domain of the educational system in terms of intramural leagues and varsity sports, there now is more community-based leagues. Some of these are offered by police departments as part of youth development initiatives in high crime / risk areas of cities. The YMCA, Basketball Canada and other groups are increasingly offering community-based league play opportunities. This has resulted in increased requirements for gymnasium access and time. A number of communities have moved into developing some of their own gymnasium resources, as school facilities are not always readily available at the times and volumes necessary. Burlington, Kitchener, London, Stratford and Oakville represent some communities who have recently developed gymnasium-type facilities as part of community centre complexes to facilitate both youth and adult basketball and volleyball opportunities.

The trend data around sports activities suggests that there will be continuing demand for ice due to fundamental shifts in the demand for ice amongst the female, disabled and skating populations. There is also structural change occurring around sports fields. The transition of women's hockey and soccer into adult age groups, both in terms of competitive and recreational participation, will probably follow similar patterns to what has occurred in terms of men's hockey and baseball. These trends become significant in terms of investment alternatives, which would put an increasing focus



on soccer field development, ice surfaces and related supports and ancillary services. Increased demand for gymnasium time is also anticipated for youth and adult basketball and volleyball.

.4 Facility Quality

One of the fundamental transitions of the last twenty year has been the qualitative leaps that recreation / leisure facilities have experienced in municipal, YMCA and other venues. The large multi-use complex, the twin pad ice facility and the tournament / competitive level quality of many recreation facilities and community centres has been widely evidenced. One community builds a state of the art facility and other communities start to look at that as the new standard.

The Tansley Woods Recreation Complex in Burlington, the Waterloo Recreation Complex, the Western Fair Fourplex in London, the YMCAs in St. Catharines and Niagara Falls and many other venues are being visited and seen as the new standard.

One of the consistent considerations with the "boomer generation" is their high expectations around quality. Therefore, arenas with large dressing rooms, showers, warming areas and many ancillary supports are commonplace. Larger arena, multi-use complexes are incorporating food courts, rather than simple canteens. Older recreation facilities are being repositioned to contemporary standards at significant capital investment costs.

One of the long-term planning considerations is the need to determine what level of quality new facilities should be developed at and how do existing facilities compete and not be cannibalized in terms of use related to the new facilities built in a community. This also needs to be considered on a regional market basis where other municipalities are building significant new leisure facilities that could be used by residents of Lakeshore.

With increased facility quality comes increased initial capital costs, as well as increased on-going maintenance and operational costs. Therefore, these investments become more significant in terms of their total cost implications.

As marketing and user preferences becomes a more critical part of the choices people make in terms of investing their leisure dollars, facility quality becomes more important and the rates and fees structure around these facilities tends to increase. Sometimes, as rates and fees for users increase, quality expectations also increase. It is not uncommon now when arena fees go up in some municipalities that adult leagues, who typically played after 10 p.m., now want more preferential times at 8 p.m. or 9 p.m. due to the level of fees that they are paying. A wide array of impacts is possible from these trends and the associated costs that track with enhanced facilities.



Another consideration in terms of facility quality and increased fees is that the private sector can become more involved in the service delivery model if a profit can be made. This was a powerful argument undertaken in the mid-1990s involving arenas. However, the latest round of private sector investment in public arenas has had challenges with many being either for sale, having gone bankrupt or operating under trusteeship, such as in London, Kitchener, Cambridge and other centres.

.5 Tourism and Sport Tourism

One of the interesting trends within the community services sector has been the merging of tourism strategies with parks, recreation, culture and related services development and delivery. Increasingly, particularly as facility quality increases, the opportunity to attract day visitors and overnight tourists increases. One dimension of this has been the development of a market segment within tourism called sport tourism and cultural tourism. Sport tourism involves tournaments, meets and other similar events that bring individuals and teams from out of town into the community for one or more days. Cultural tourism involves non-resident visitation to arts and culture, museums, heritage venues and related resources.

There has been a long history of local soccer, baseball and hockey tournaments; swim and track and field meetings; and related activities. What is increasingly occurring beyond this level, is municipalities interested in pursuing larger provincial, national and international events, such as the World Under 17 Hockey Tournament, the Ontario Games, the Ontario Senior Games and many other such events. Cities like London, Kitchener, Brantford, Ottawa, Halifax, Brandon, Red Deer, Saskatoon and Kamloops represent cities that have become very aggressive in the sport tourism sector.

The drive to sport tourism, as an increasingly marketed and municipally supported enterprise, results from the potential economic and related employment impacts that this type of activity can bring to the community in terms of room, food, retail, gas and other sales. They also are, at the minor sports level, very popular amongst non-profit organizations due to their potential fundraising capacity for the home organizations. Increasingly, major park and recreation facility development is being rationalized based on their sport tourism capacity in conjunction with the regular activity use supported by the facility or service.

In the cultural domain, cultural tourism is a growing consideration for many communities, particularly with an aging population where there is some alignment between changing interests and the interest profile in cultural services participation. With this trend, has come arts and culture centres, often for the performing arts such as in Oakville, Burlington, Chatham, Windsor, Kitchener, Hamilton



and many other communities. These facilities support the arts, culture and heritage components of the community, often now being pursued via the Creative Cities movement and Richard Florida's book. They also can host conferences and other forums. Depending on the playbill and the scale, these facilities have the capacity to attract individuals to a community as day visitors or overnight stays, and can become part of cultural tourism packages that are integrated with other points of interest within the community.

In alignment with the arts and cultural dimension, is the growing number of specialized museums and exhibitions that range widely around the ethnocultural and historical development of the community, historical venues, heritage walks and many other initiatives that respond to specific market segment interests both within the municipal population as well as for visitors.

Tourism is a growth industry in Canada, and one that Ontario has placed significant importance on. With the 401 Highway travelling through Lakeshore, the Town's proximity to the United States, its location on the water and other considerations, tourism considerations have potential if appropriate venues, points of interest and infrastructure become available. One of the considerable challenges for Lakeshore in this regard, is the lack of supporting infrastructure, such as commercial rooms and conference support facilities at the market quality levels required.

.6 Environment

Within the last ten years, and in particular the last two to three years, society's concern in regard to the environment, particularly global warming, has substantially increased. In fact, late 2006 and early 2007 have seen a significant growth in the political priority placed on environmental issues and needs. For municipalities generally, and leisure facilities specifically, this trend has considerable connectivity.

One of the considerations which is has occurred over several decades, is the municipality's role in the preservation of identified environmental areas. Recently, the City of London passed a by-law that all woodlots would now become open space. The Town of Fort Erie has identified numerous parcels of land outside of the Official Plan that have potential environmental / open space priority. Other communities are increasingly reconsidering ravine lines, water courses, forested areas, wetlands, shorelines and related areas for public acquisition and conservation, either directly by the municipality or through partners, such as Conservation Authorities.

Conservation Authorities typically now do not have the budgets to pursue the acquisition and management of all the parcels of land that municipalities are becoming engaged with. This engagement often is not derived from the municipality itself, but from community advocates who



form various coalitions in order to create community awareness and political support for the preservation of specific sites.

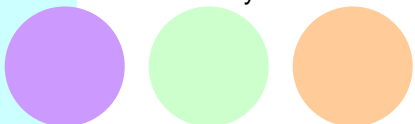
It is anticipated, that municipalities over the next twenty plus years, will have an increasing stewardship role in the protection, conservation and day-to-day management of a variety of environmental areas. Some of these areas will be able to sustain little if any human activity, while others will become significant open space and park venues. An interesting perspective on this, is the Town of Fort Erie has recommendations under consideration to develop a Land Conservancy Foundation as a way to facilitate this particular initiative. This would be similar to the concept of the Nature Conservancy of Canada which has just received significant federal funding support.

Another dimension of the environmental consideration, relates to facility design. There are increased expectations that municipalities will use the latest environmental technology in its facilities in order to set an example, as well as to save operating costs. Many municipalities have been active in energy reduction programs that require significant up front capital investments. Other municipalities have taken leadership roles, such as Kitchener and Burlington, to undertake pilot and development programs in their buildings to test environmentally friendly technology or to be demonstration sites.

Increasing consideration is also being given to public transit and trails as ways to reduce carbon emissions and to enhance fitness. The development of trails is gaining increasing attention as an alternate form of transportation. Therefore, the development of trail master plans and investment in trails has been a growing priority for many municipalities which also links to health and other benefits. With walking being one of the number one recreational activities, and its direct linkage to health, fitness and other benefits, trails take on a multi-benefit perspective that is closely linked to a healthy living environment focusing on environmental and personal well-being.

Beyond these specific considerations, is the notion of the healthy and sustainable community living environment. These principles, concepts and strategic directions are increasingly important in the making of community services decisions.

Therefore, the conservation of more natural areas, the expansion and increased promotion of trails and trail usage, increasing expectations on facilities being environmentally friendly and the reducing of environmental impacts from day-to-day parks and recreation operations is a significant growing trend and community expectation. This trend has definable capital and operating cost implications that are generally seen as important investments in enhancing the health, environment and sustainability of a community.



For the Town of Lakeshore, with its forty kilometres of waterfront, this environmental trend in terms of the physical environment, is a vital consideration. Currently, the vast majority of the waterfront is privately owned and there are relatively limited public access points. A waterfront is also a highly desirable attribute that many communities have developed significantly, e.g.: Burlington, Windsor, Niagara Falls and Fort Erie. They also have other significant environmental considerations in terms of fish habitat, erosion control, water quality, vegetative species, flora and fauna and other perspectives.

One would expect that there will be increasing emphasis by the Lakeshore community on its waterfront both in terms of its leisure, tourism and community development opportunities, as well as related to the waterfront's environmental significance and importance in the broader ecological systems of Lake St. Clair. The Town's stewardship of this resource will become a growing priority.

.7 Culture and Heritage

Over the last ten years, there has been a notable increase in interest in culture and heritage dimensions and services within communities. This involves the performing arts, crafts and guilds, historical and heritage resources and ethno-cultural diversity.

For many decades, municipalities supported a range of museums, historical sites, performing art venues and related resources. Some communities, such as Kitchener, London, Hamilton and Windsor, had developed more regionally-based performing art facilities. Many of these centres and the groups that utilize them, often struggled financially and were seen on the margins of what was important to the community. However, a number of factors have started to reposition culture and heritage value within communities. One of the perspectives is an aging population which has shown some significant increasing interest in arts and culture. Second, has been evolution of many community advocates in regards to preserving historical sites, the community's heritage resources and related initiatives. As Canada becomes older, the notion of history and heritage grows in terms of venues, events and perspectives.

Another consideration has been the very significant growth in the interest in genealogy. Public libraries report substantive growth in inquiries and individuals undertaking research on family relations and the development of family trees. Also, many cemetery operators of older sites indicate growth in the number of inquiries for burial records as part of genealogy searches.

A further catalyst for the growth in culture and heritage has been the Creative Cities movement that has evolved over the last ten year, focused significantly on a book by Richard Florida. The thesis of this book identifies that culture and heritage is a legitimate and vital part of what constitutes a healthy and vibrant community. A community is not just about its economy, its housing and its

recreation services and sports. It is also about its creative side that is generally expressed through cultural and heritage resources and services. Many cities have now embraced Creative Cities as one of their values within their Strategic Plans and as a principle by which they undertake decisions in regards to developing all the important capacities and perspectives of their community.

The provincial and federal government have created some new small scale funding programs to support travelling cultural shows and exhibits and for limited capital support for museums, theatres and related facilities. As a result, public investment in arts, culture and heritage appears to be increasing, with a growing segment of the population identifying a strong affinity and interest in this particular dimension of community life.

The growth in arts, culture and heritage is a balancing perspective, in that not everyone in a community is interested in sports, physical activity or social recreation pursuits. Many individuals are interested in the arts, singing, heritage, history and in creative pursuits. The rise in arts, culture and heritage provides these community members with opportunities to be more fully engaged with their community through the provision of a broader range of leisure opportunities and experiences.

.8 Community, Health, Educational and Social Services Integration

Another key trend that is occurring in the operating environment for leisure services is the integration of education, social, health and leisure services. Increasingly, holistic servicing strategies are emerging that look at all the needs of a family or an individual in totality, not just in individual slices. As a result, many social services organizations, such as Children's Aid, Children's Mental Health, etc., look to the municipality and other leisure services providers to deliver leisure services that their clients can participate in, often expecting reduced access costs due to affordability concerns and the client treatment benefits of leisure participation.

Also, what emerges from this integration strategy on a broader front is the movement towards wellness on physical, emotional and social levels. The Wellness Centre in Kitchener is an example of this broader movement, which has a particular focus on the senior's service area at this time. However, this is increasingly evolving into the youth and teen services areas. Many of the teen initiatives in various municipalities have leisure components but connect with broader services in terms of employment, mental health, youth justice and other linked service areas.

Therefore, the ability to work within a broader context than pure leisure philosophy and perspectives is increasingly important to deliver the right services at the right time to various target audiences.



.9 User Fees and Charges

A number of municipalities are increasingly looking at user fees and charges for leisure services to fund a higher proportion of the costs of services delivery. On the cost side, municipalities are looking more and more at the total cost of services delivery, involving department and corporate overheads, long-term repair and rehabilitation costs, etc. On the revenue side, many traditional rates and fees policies targeted 60% to 75% revenue return on children's / youth services and 100% on adult services without any real defined cost as a delivery baseline.

Today, more sophisticated discussions are occurring on what is the role of the users in funding higher proportions of facility access costs, especially specialized facilities with high costs and more limited participation profiles, e.g.: municipal golf courses, fitness centres, etc. This is a key strategic question that has profound political considerations, influences the grants and subsidies provided by a municipality to various user groups and represents a significant challenge in terms of key principles around affordability, accessibility, enhanced resident health and investing community tax dollars wisely.

The City of Burlington is still working on a twenty-four month project on this topic and has come to realize the significant challenges associated with adjusting fees to reflect real costs and how to actually develop a more sophisticated and targeted user fee model. Other communities are also undertaking the same considerations and are recognizing the challenges of structurally changing this dimension of leisure services delivery, as many of the fees charged have no real foundation, evolved on an ad hoc basis and are not connected to each other by a set of principles or unifying strategy.

.10 Market Segmentation / Services Differentiation

One of the business components that is emerging into the leisure services operating environment is the recognition that the population is not generic or homogeneous as to what activities they wish to undertake and at what participation / quality levels. Increased target audiences or market segmentation strategies are starting to emerge. As an example, participation can often now be tracked on the following levels of interest:

- ▶ Experimental, general interest, etc.
- ▶ Hobby / specialized interest.
- ▶ Competitive / elite interest and development.



Each of these levels has various degrees of intensity, cost and user preparedness to pay user fees and participation. They also have different levels of facility requirements. These range from the amount of seating for competitive and tournament oriented activities to the fact that a lot of lower end recreational baseball can occur on school board or other less developed and maintained baseball fields.

The tendency in many municipalities has been to deliver services on a more generic basis. However, changing facility quality expectations results in a question as to whether all facilities need to be developed at a high end or whether different levels of facility development should occur in terms of quality and capacity supported by different levels of user fees. This is a changing consideration, in that historically municipalities have charged a common level of user fees for ice, fields, etc. An increasing trend is to consider charging different fees and rates based on the quality of the facility, with potential premiums being charged for the time slots that are most in demand. This is a more competitive model and also focuses on different levels of intensity, interest and ability to pay.

The repositioning of the market to a more targeted approach may also result in changes to two of the other trends identified in this report related to user rates and fees as well as facility quality.

.11 Leisure Services Development and Delivery Strategy

Input received from community members, municipal staff and Councils and the trends and analysis within the leisure services sector at the municipal level, indicate potentially substantive change in terms of how leisure services will be developed and delivered in the future. The notion of a municipality being the centre point for leisure services delivery, involving programs, facilities, coordination, special events, etc. is changing significantly as the municipal operating environment, relative to overall service responsibilities, fiscal constraint and other factors, changes its priorities and the use of available resources. In concert with these changes, are the market-based changes in terms of the types and numbers of leisure interests that people wish to pursue; the level of interest they wish to pursue them at; their preparedness to pay user fees of a higher order; and trends towards increased participation by the private, non-profit and other service providers, such as virtual reality centres; rock climbing; arenas; sports and fitness centres; specialized programs delivery, such as hockey schools, etc.

The operating environment for leisure services at the municipal level is also changing with increased connectivity between sport, recreation, arts, culture, tourism and economic development; movement towards facilitated access and information on all leisure services; and consumer demands for more one window / coordinated accessibility to services.



Of increasing concern to the community is the ability of community members to reasonably access leisure services related to costs, varying interests, locations, ability / skill levels, etc. As the leisure services delivery system gets more complex and user fees become more prominent, access issues become more significant. Therefore, efforts to reduce costs by gaining cost economies through partnerships, mergers and conjoint / joint venture activity are more evident.

What these changes lead to is a vision of an integrated leisure services delivery strategy that builds on the strengths of all services providers and uses all the community's resources to achieve positive outcomes in terms of each participant's personal development and the quality of life in the community. This is a holistic strategy that also needs to connect with education, health, social services, tourism, economic development and other initiatives, as leisure services do not exist in isolation within a community or within a broader regional market.

The need for an integrated leisure services strategy, that can build a trust between the service providers; establish strong leadership; and uses cooperative and collective efforts that are based on consumer interests and needs, practical financial realities, reasonable universal accessibility and evaluation on an ongoing basis is the service system likely desired for the future.

.12 Volunteers and Leisure Services Delivery

Another emerging strategic theme and challenge for municipalities is the sustainability of volunteer service organizations as important service providers and partners. These organizations have a long and valued history in the delivery of an array of leisure services. However, increasing concerns are being raised about the sustainability of these organizations, particularly from a financial perspective, as operating and capital costs rise to significant levels, and their ongoing ability to recruit committed and / or skilled volunteers becomes increasingly challenging. A loss of capacity and service from this sector would impact the availability of leisure services generally, and the Town of Lakeshore's Community Services Department's role and partnership framework specifically. Therefore, the Town will need to examine various options, inputs and roles that it may be in a position to undertake in order to maximize the supports available to these voluntary organizations to sustain, and if possible, enhance their present capacities. Governance and technical training, marketing and analytical supports, advocacy initiatives, volunteer recognition, grants acquisition, and other activities and services could be considered based on individual group needs.

There are also a number of trends that are influencing the availability of and the level of participation of volunteers. First, is an assumption that with more retirees at an earlier age, the province educational requirements for forty hours of community service by secondary school students and the historical tradition of volunteerism, that there would be a significant supply of



volunteers to support Boards of Directors, programs and services delivery, administrative supports and related activities. However, there has been a trend in recent years for volunteers to become more project-focused rather than engage in longer-term involvement. As an example, major events, such as Canada Games, Oktoberfest in Kitchener and other events, appear to be able to attract large numbers of volunteers for specific timeframes and commitments. However, reports from non-profit organizations who deliver continuous service speak to the challenges of attracting volunteer Board of Directors and operational support volunteers where the need is more for continuing, longer-term commitments. This trend speaks to the challenges that are evident where people are looking to volunteer on a targeted basis and know what the defined commitments are.

A second consideration is that many of the leisure services and community supports that exist in a community have evolved on the basis of few key players, some who have been engaged for twenty to thirty or more years of leadership. However, succession is becoming an increasing challenge for many non-profit organizations and community groups where it is not evident that there is the leadership commitment and support necessary to replace those individuals who are moving on. This generational transition in volunteer leadership and commitment is a challenge to sustain the range of community services that are offered in any community in Canada.

Third, is the increasing challenge around accountability and red tape involved with volunteering. Organizations, especially those involved with youth, after now often require police checks, can cost anywhere from \$25.00 to \$50.00 for each check. Other volunteers are concerned about accountability of working with youth and the negative public exposure that can occur. More and more not-for-profit community organizations need to undertake complex evaluation and reporting programs to government which creates more paperwork and less time associated with program and organizational development and delivery. The changing nature of the volunteer environment has become a constraint.

The fourth, and final, consideration is that many volunteers are highly educated, have been involved in supervisory or managerial leadership and have a host of experiences. Therefore, how they are treated, valued, recognized, trained and supported becomes important as the sophistication of these individuals increases. Many not-for-profit organizations and community groups do not have a tradition or a capacity to adapt to some of the changing profile considerations of volunteers.

Overall, volunteers continue to be critical to the development and delivery of community services. However, their availability, development, use, recognition, recruitment, succession planning and related considerations, as well as changing preferences around their commitment and interests,



needs to be effectively addressed and responded to in order to sustain a strong and vibrant volunteer pool.

2.6.3 STRATEGIES

.1 Partnerships

The use of partnerships has come to dominant many of the discussions on future leisure services delivery. They are seen as a service delivery strategy that uses all the resources in the community, allows organizations and individuals with expertise and capacity to more effectively deliver service, expands service opportunities within the community and potentially achieves greater cost efficiencies through economies of scale and more coordinated / integrated efforts.

The Town of Lakeshore's Community Services Department has developed partnerships as one of the primary leisure services delivery strategies to be pursued. This notion of partnerships, involving the public, private and non-profit sectors, as well as community-based groups, is widely seen from the research and input as a vital leisure service delivery strategy now and in the future.

In terms of strategies, the use of partnerships and the expansion of their role and application in delivering major leisure facilities is a strategy that will need to be examined in all services initiatives. This should be a check list question for each project as to potential partners identification, feasibility and desirability. However, the challenge of partnerships, in terms of risk, sustainability, mutual benefit and value for investment, need to be continually assessed.

.2 Role of the Parks and Recreation / Community Services Departments

Municipalities have traditionally held a significant responsibility for the development and delivery of leisure services within the community. This has been generally undertaken for leisure services through a Department of Parks and Recreation / Community Services, and local Library, Museums, Art Centre and related Boards who are funded in whole or in part by the municipality.

The municipal role over many years has been as direct financier, developer and operator of leisure facilities and programs. In more recent years, there has been some contraction of the role in leisure services delivery for some municipalities. Some municipalities have opted to allow non-profit, community-based, private enterprises and others to undertake more of a role in program delivery in order to expand services, reduce competition and to use all the resources available within the community such as Niagara Falls. Other municipalities, due to the growth in leisure services and changes in the market and fiscal realities associated with those services, have tended to focus their role on community development, facility development and operations and coordination / facilitation



activity related to marketing, information provision / referrals and related supports to the overall leisure services network.

Based on the discussions and the research associated with the Town of Lakeshore's Community Services Master Plan and the key thrusts evolving the role of the department could be prioritized on the following basis:

- ▶ To identify the leisure needs and interests of the community, along with the provision of information / education on and facilitating access to leisure services.
- ▶ To act as a facilitator and broker in bringing together partners, including the Town, to develop and operate facilities, programs and events in the best and most flexible manner possible in meeting the leisure needs of residents, which are consistent with the strategic directions and priorities of the department and the Town.
- ▶ To assist in the preparation of leisure facility proposals, business plans, event programs, grant applications and related tasks within potential partnerships by supporting organizational and technical development and other capacity building initiatives.
- ▶ To be directly involved in leisure services delivery when a partnership or third party provider is not viable, is too risk intensive or no other service provider(s) exist to deliver a leisure service that has demonstrated need in the community and meets the service delivery criteria established.

Therefore, the role of the department with respect to leisure services provision, and the Town by extension, could be as an identifier and qualifier of needs, trends and directions; a facilitator / broker of partnerships in the development of strategies to meet the needs of the community on an ongoing basis; and as a provider of organizational and technical supports to partnership proposals. The Town, for many leisure facilities initiatives, could be the 'primary partner' or could take a lead position, or the role of the Town may be minor or may be focused only on facilitation and supports. It is also possible the Town would have no role in a facility initiative. On the other hand, it is possible a partnership is not the best model to serve a demonstrated leisure need within the community, and that the Town, within criteria identified within its Master Plan, would undertake a direct delivery role when warranted and no other delivery alternatives are viable.



.3 *Capital and Operating Finances*

For the last decade, considerable change has occurred within the context of capital and operating finances for major leisure facilities. As an example, for the last two years, capital grants of up to \$2 million have been provided to recreation facilities. For the last ten years, senior government recreation and culture grants for leisure facilities have not been available though some opportunities have opened up in recent years via infrastructure, rural development, culture and other areas. For decades, these grants contributed up to one third of the capital costs. Now fundraising, direct financing, Development Charges, municipal grants, corporate sponsorships and other strategies have become significantly more important in funding major leisure facilities.

Beyond the loss or limiting of capital grants, the capital funding environment has continued to change significantly. Amendments to the Development Charges Act in 1999 have reduced the application of this capital funding source for new leisure facilities. The definition of eligible facilities has been reduced, e.g.: no cultural facilities, a redefinition of the service level has lowered the thresholds for the funding of future facilities needed to support growth in the community, and there is a 10% arbitrary capital cost reduction, along with a penalty for overcapacity. As a result, Development Charges, which have been a primary source for leisure facilities capital funding, especially in faster growing communities, can have a reduced role under the current legislation.

Another capital financing strategy that has begun to emerge has been the use of capital surcharges. The City of Burlington was one of the first to utilize this for the development of the Appleby Ice Centre. In this case, there is a \$45 surcharge on each hour of adult ice and a \$16 surcharge on each hour of youth ice. The surcharges are used to pay off the city debenture used as a basis to build the facility. Pickering and Oshawa are also utilizing surcharges, the latter at \$8 per hour. The Town of Strathroy has introduced a surcharge of \$3 for all hours rented.

Other municipalities, e.g.: Stratford, have looked at surcharge applications for both new capital development or long-term renewal / rehabilitation. Burlington has subsequently used this model for a new soccer field and has developed a 7% surcharge on all rental revenues for the Tansley Woods Recreation Centre. Broadening the use of surcharges is being discussed though it has moved slowly over the last ten years. It does represent another form of capital funding, that is user-pay focused. However, it does have some implications in terms of:

- ▶ High cost capital facilities, such as indoor pools, require sensitivity in terms of any surcharges as user fees could become too high and user volume is needed in order to reduce operating deficits due to the high fixed cost nature of these facilities.



- ▶ Surcharges can implicate affordability concerns, impact volunteer groups, etc.
- ▶ Fairness and equity considerations emerge if surcharges are used on some facilities and not others.

Fundraising and corporate sponsorships have become an increasing source of capital funding for major leisure facilities. The opportunities to name facilities, to fund specific rooms or equipment, along with traditional cash donations have become increasingly important. However, the overall fundraising environment is increasingly competitive as not only the leisure services sector, but many sectors are competing for funds on a daily basis, health, education and others. Within the context of fundraising, corporate sponsorships have grown significantly which results in a changing relationship with corporate funders who take a stronger marketing and visibility-based approach to their contributions towards a particular project or program. Increasingly, they wish to contribute value-in-kind as a displacement for direct funding. Fundraising may not always work as a strategy and securing and retaining volunteers to drive a fundraising campaign is a concern due to community volunteer fatigue. Fundraising can be a goal but does not come with a guarantee. It has enhanced application for joint venture initiatives where there may be significant shared outcomes.

There is a now wider mix of capital funding sources applied to major leisure facility initiatives than in the past. Where major facility initiatives were once funded from two or three sources, it is likely in the future, that they will require four, five and six sources in order to expand the potential sources of capital funds due to the limitations on or the non-existence of capital funding sources that have been historically available. This direction will create a strong partnership need and a greater risk orientation related to creative financing approaches.

From an operating perspective, increases in user fees have become a growing strategy over the last number of years for all municipalities. Most municipalities have increasing expectations that user fees will continue to move between 60% and 75% coverage of a department's total budget.

Increasing onus is being put on users to fund facility operations. As these funding formulas become more sophisticated, they begin to include not only direct costs, but also allocated corporate and indirect administrative costs, capital maintenance reserves and capital upgrading charges.

.4 Evaluation

Municipalities are moving into the area of services evaluation that are more comprehensive, data and input-based and which will become a key component in establishing servicing priorities and resource allocations. Some municipalities have instituted a regular three year resident survey on twenty-five or more service themes, which gauges the value residents place on services through a

gap analysis approach involving the level of satisfaction versus level of importance. This process identifies outcomes related to utilization levels, value held for the service and overall importance to residents.

The notion of evaluation has become increasingly apparent in all public and other service sectors as expectations grow for outcomes and restraint exists on the availability of public resources. Best practises and other evaluation programs are supportive to continuous improvement approaches in ensuring that resource decisions and operations are consistent with the real, demonstrated needs and interests of residents.

Evaluation of leisure services has become increasingly apparent now and for the years ahead. Both existing and new leisure facilities and services will be influenced more and more by these evaluation strategies and their outcomes. As a result, leisure services will increasingly need to be targeted on specific needs that are demonstrated by community members, support specific outcomes that benefit those that have the needs and will need to be flexible and adaptable to the changing uses and applications that will occur within the population.

.5 Multi-Use Facilities

The multi-use concept for major leisure facilities has been available and used for many years both as a concept and in practise. Multi-use leisure facilities have more critical mass, potentially better operating and capital economies of scale, higher visibility and greater customer service potential by creating a single access venue. However, they also tend to result in larger facilities that move to a district and town-wide servicing perspective, potentially reducing neighbourhood / local area level presence and roles. There can be some significant trade offs.

Multi-use facilities have been identified from the research as a key strategy in developing major leisure facilities in Lakeshore. It is a strategy that is the basis for a partnership oriented facility development model. Therefore, multi-use, which means bringing together the most number of uses and users that have demonstrated need and have the right compatibilities, should be a basic facilities development strategy within this Master Plan.

.6 Use of Schools and Their Availability

Currently, some community-based leisure programs and activities occur within schools owned and operated by the local school boards in Lakeshore. Bill 160 reshaped school management and operations, including the cost of maintaining schools, how surplus schools are disposed of and other key considerations. In June 2004, the new provincial government of the day announced \$20 million provincially to facilitate increased affordability access to school-based facilities. This was renewed in late 2006.

The community use of schools user fees were recast between 1995 and 2004 to reflect a true cost accounting approach compared to the previous more free / low cost access model. This resulted in reduced use of schools and pressure for more municipal facilities due to affordability issues by service providers. If school use were to be eliminated, it would create a need to develop many new community centres and related facilities.

Another community use of schools relationship issue is the development of campuses or the attachment of community facilities to schools. Future campus strategies will need to be assessed for balance, vulnerability and risk before being entered into due to increasing school closures and anticipated schools not be needed and sold off. School boards also benefit from joint school and park development and have relied on adjacent parkland to fulfil school green space, play space and sport and physical education curriculum.

Due to school closure policies and directions of school boards, the building of additions to schools for community facilities is potentially a less supportable strategy then it was fifteen to twenty years ago. A preferred strategy in this regard may be to develop multi-use facilities with other partners if longer-term sustainability is evident. If access to schools can be reasonably achieved and sustained, it represents an affordable and preferable strategy for providing selected indoor and outdoor leisure spaces.

With respect to non-specialized leisure facilities, school resources continue to represent one approach as they are the most equally distributed resources for the provision of leisure programs in the community. They are flexible, service most neighbourhoods and represent a potentially more cost efficient approach.

In terms of a strategic direction, access to schools should be a preferred delivery strategy under the following conditions:

- ▶ Local area / neighbourhood servicing strategies for leisure programs for both programmed and non-programmed activities.
- ▶ By improving relationships between the users and the onsite school staff to enhance access and participant experiences.
- ▶ Pursuing the development of specialized leisure facilities with schools with caution, particularly existing schools in areas with declining student enrolment.



- ▶ Examine opportunities for campus relationships between the school boards and leisure facility providers, ensuring that there is a reasonable contingency plan, if school development does not proceed or if a school closures occur.

.7 Geographic Service Levels

Community leisure facilities have different servicing scales and impacts, and thus serve different geographic service zones. As an example, twin pad arenas, larger community centres and indoor pools often serve larger geographic areas that represent clusters of neighbourhoods, a district or a town. At the local area / neighbourhood level, facilities can often involve a single pad arena, an elementary school, a clubhouse or small community room facility or related resource.

As leisure services move to larger and more multi-purpose facilities, and as user expectations grow as to quality and intensity of the services offered, there has been a move to larger facilities that results in more district and municipal-wide level servicing. The likelihood of fewer neighbourhood / local area oriented facilities could result, due to their smaller market areas, higher operating costs for stand alone facilities, etc.

What is important is not to lose the context of local area servicing related to both programmed and non-programmed activity. Some input was received during the consultation process about the move towards more intensively programmed facilities and the possible loss of free form / non-programmed-based recreational and leisure activities especially in local areas.

Operating local area centres, is a higher operating cost strategy but can provide local area servicing opportunities potentially augmented by the use of available elementary schools, often using both Catholic and public schools. Other local area services can also be offered via churches, club facilities and related facilities. This continues to be the best strategy for the delivery of local area leisure services. However, it does have important challenges outlined previously. Such a strategy will require sustaining access to some centres and school facilities, with potential assistance to user organizations.

.8 Balancing Rehabilitation with New Facility Development

Another strategy consideration is whether leisure facility initiatives become focused on new facility development or the redevelopment of existing facilities via additions, renovations and related changes. The strategies around this particular consideration will need to be evaluated on a case by case basis. It will also be dependent on what partnerships are available and what facility transitions are occurring at the time related to the types of uses, level of need and funding that is available. It may be that rehabilitation with expansion is a less capital intensive strategy than new construction if no land costs are incurred and if better economies can be achieved operationally.

As a strategy, new leisure facilities initiative should be evaluated as to what options are available to achieve the facility in the context of rehabilitating and readapting an existing facility. Balancing new facility development and rehabilitation should be part of the evaluation framework. The utilization of pro-active reserve funding approaches for capital renewal, self-sustaining debt coverage and other financing strategies could also be incorporated as feasible.

.9 Capital Facility Maintenance

One of the often forgotten dimensions of leisure facility ownership is the ongoing capital maintenance of parks and facilities with respect to the replacement of major components, such as chillers in arenas, filters and pumps in indoor pools, roofs in community centres and park playground equipment. Over a twenty year period, considerable capital rehabilitation can be required for such facilities. Portions of these costs are sometimes paid for from reserves contributed to from annual budgets. However, other supports are usually required due to the magnitude of the project and limitation of reserves. Since these projects often do not involve expansion or renovations, but rather capital replacement and maintenance, they typically are not candidates for fundraising or partnership approaches.

One of the key recognized trends is that many public bodies have significant capital maintenance and reserves deficits that will put increasing pressure on operating budgets in order to sustain these facilities and resources.

.10 Parks Integration

Recreation facilities do not exist in isolation. They are often a significant partner with ongoing parks and open spaces acquisition, development and operations within a community. The integration of parklands and facilities initiatives are an important strategy in determining the location, size, access, land form and related considerations for park and open space acquisitions.

The importance of parks and the integration of leisure facilities are significant in the delivery of leisure services in the community. Parks provide a potential home for leisure facilities, forming important linkages from both programming and operational perspectives. Both dimensions need to work together in order to maximize the benefits for the community.

A number of key considerations in the Master Plan need to integrate with ongoing parks planning and development in Lakeshore:

- ▶ Closure of schools could result in the loss of indoor facilities for leisure activities as well as important outdoor space often used as parkland after hours and on weekends



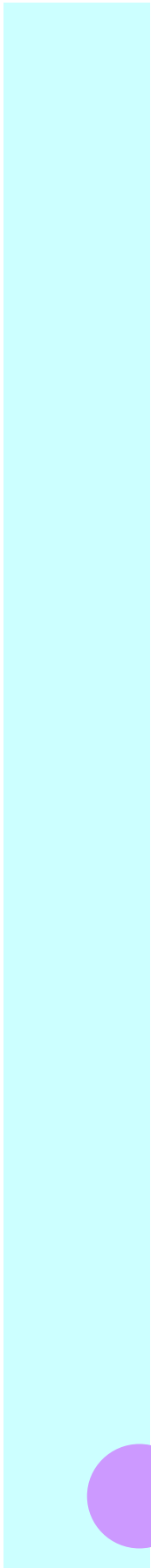
and throughout the summer for field sports and related activities. More importantly, many school sites are used for non-programmed-based leisure activities.

- ▶ It is a concern of many people that program-based activities tend and continue to dominate leisure facility operations when it is often more important at the neighbourhood level to have spontaneous, informal play areas for children, youth and families. A balance of programmed and non-programmed outdoor space is needed, especially at the neighbourhood level. Working to achieve some outdoor space for an area may need to be considered by the Town in its redevelopment planning and zoning for the area.
- ▶ Funding and acquisition of land for major indoor leisure facilities can be processed through the facilities component of the Development Charges By-law which will also need to fund some land acquisitions for facility recommendations. Facility use of park and open space lands is preferred, but facility lands should not absorb or reduce the availability of needed park and open space land resource.
- ▶ The use of campus setting for parks and facilities should be explored wherever possible, including the possible inclusion of other partners, beyond schools, to enhance overall user services and efficiencies.

One of the key outcomes of the Master Plan is that the parks and facilities should not be planned and developed in isolation. Though they evolve from different sources of information and development processes, the Department needs to ensure their full integration in order to maximize the use of resources, determine the best site locations and configurations and to achieve the best operating benefit for both users and the community at large.

.11 Land Banking

One strategy municipalities often consider, either from a direct investment perspective or as part of its Development Charges By-Law strategy, is to pre-identify land needed for major leisure service facilities and open space well ahead of the time of an area's development. In this strategy, the municipality would generate the Development Charges and/or funding resources necessary to purchase land potentially eight to ten or more years ahead of its required use. In this way, the municipality could receive two significant benefits. First, it would be able to secure the land necessary from both a size and locational preference perspective more conveniently than trying to secure the land later in the land development process. Second, there may be opportunities to acquire the land significantly ahead of its development timeframe at a lower cost than when development is imminent or on-going.



PART 3 SECTOR SPECIFIC SITUATIONAL ANALYSES

3.1 Parks and Recreation

3.1.1 INTRODUCTION

The following sections provide an overview of existing parks and open space facilities in the Town of Lakeshore. Each of the facilities is documented in the attached Appendix 'C' including a location map and description. They are organized by municipal parks, natural areas, schools, community centres, marinas and golf courses. In addition to the tabular form, there are detailed aerial photographs and descriptions of each of the park areas.

The information sources for this section were based on site visits conducted in the summer of 2006, information from staff at the Town of Lakeshore and various publications on the marinas and golf courses in the area.

3.1.2 INVENTORY AND RESOURCE AVAILABILITY

.1 *Parks and Open Space*

Regional Natural Areas

The Town of Lakeshore has six publicly owned natural areas. They are owned by the Essex Region Conservation Authority and the Lower Thames Region Conservation Authority. Three of the natural areas are located along Lake St. Clair and three are located in-land from the Lake. The three inland conservation areas include: Maidstone, Rowsom's Tilbury West and Big 'O.' These regional facilities provide opportunities for hiking, walking, birding and passive regional uses. Ruscom Shores and Tremblay Beach sites have bird viewing stands and a trail system leading from a parking area to the Lake. These Natural Areas provide stopovers for migrating birds and butterflies through the area.

The total conservation land area land is 118.5 hectares. The areas range from 1 to 25 hectares with the average being 19.75 hectares. The conservation authorities tend to manage the natural heritage significances of these features and provide for public use in keeping with the mandate to maintain the natural character of the site.

The Lighthouse Conservation Area site includes an historic lighthouse at the mouth of the Thames River. This one hectare site and the lighthouse provide an opportunity to create a tourist venue.

There is interest by the local Lighthouse Cove Business Association to work with the Conservation Authority and other ministries to provide tours and historic interpretations of the lighthouse.

The Essex Region Conservation Authority is planning to create a “blue trail” network along existing water courses in the next several years.

Lakeview Park Belle River

Lakeview Park in Belle River provides a regional amenity with a special opportunity for access to Lake St. Clair and public amenity for residents of the Town and surrounding area. Lakeview Park has an area of 3.9 hectares and includes the following amenities; splash-pad, picnic area, pavilion, parking, washrooms, beach volleyball and a connecting trail system between the Lakeview Drive Road and the railway. The trail system extends through a number of ponds to the marina located north of Lakeview Park.

This location in the urbanized area of Lakeshore provides an excellent opportunity for public investment in a signature tourist venue for the Town. Consideration of land acquisition between the existing park and the treatment plant located to the east would be a significant enhancement of this venue to provide the area needed for regional facilities.

Community Parks

There are nine community parks identified in the Town of Lakeshore with an area greater than 2 hectares. The total parkland area is 42.6 hectares for an average of 4.73 hectares in each park. All parks included washroom facilities and playground facilities. Eight of the nine parks have softball diamonds. There are a total of 15 diamonds of which 4 diamonds that were lit. There are two basketball courts identified and three outdoor volleyball courts. There are nine soccer pitches. Tennis is provided in two locations, one with two courts and the second with one court. Four of the community parks have trails for passive recreation within the park boundaries. Four of the parks had pavilions that are used for picnicking and family gatherings.

Tilbury North Municipal Park has five soccer pitches. Leffler Peace Park has four soccer pitches. The skateboard parks are located in the Tilbury North Municipal Park and Optimist Park in Belle River. Two sites include a community centre access, one at Centennial Park and a second at Comber Fairgrounds. All of the community parks have onsite parking.

Lakeshore soccer park is located south of the Belle River urban area on Renaud Line. It has six full size soccer fields, four squirt and two tyke fields on 12.2 hectares, the total site has an area of 31 hectares with significant opportunity to expand.

Neighbourhood Parks

Through our inventory we identified ten neighbourhood parks with a total area of 11.74 hectares. The average park size is 1.2 hectares comprising a range of neighbourhood activity opportunities. Seven parks included playground equipment. Active uses included one tennis court, two softball diamonds, one basketball court. With respect to passive recreational use there were two unstructured play areas, three trails and two pavilions. One of the sites at Woodslee Memorial Park included washrooms.



Lakeshore Soccer Park

The Lakeshore Soccer Park provides a regional soccer amenity with six full size, four squirt and two tyke fields. It provides programming for the Belle River Minor Soccer Association is located on Renaud Line. It provides a venue for all residents for the Town of Lakeshore to participate in soccer programming through the summer months.

Belle River Arena

The Belle River Arena includes two ice pads for seasonal use. One ice pad provides ice opportunities through the summer. In addition to the arenas the site includes the Belle River Library, food concessions and skate shop.

The Belle River Arena also includes a covered pavilion used for community events and fund raising activities. The site has accessible parking areas washrooms and support facilities for the ice users. The Belle River and Community Centre provides a town-wide recreation opportunity and resource.

.2 School Recreation Facilities

Secondary Schools

There are two high schools in the Town of Lakeshore, Belle River Secondary School and St. Anne's Catholic High School to be opened in the fall of 2007. The buildings and high school grounds provide significant recreation opportunities for the community.



Belle River Secondary School provides the following amenities; 1 football field, an outdoor asphalt track, 2 soccer pitches and 2 tennis courts. In addition to the outdoor facilities the school has indoor gymnasiums with public access.

St. Anne's Catholic High School is situated on 5.26 hectares of land and includes a combined soccer / football field, a 400 metre track, two tennis courts with eight outdoor basketball hoops. Interior of the school has gymnasiums for a variety of athletic uses.

Elementary Schools

There are eleven elementary schools in the Town of Lakeshore. They provide recreation opportunities for their students as well as outside school hours to the community at large. The school lot sizes vary depending on their location and access to municipal park areas. Where municipal parks are not available the sites tend to be larger.

The elementary schools offer the following outdoor amenity spaces; soccer fields – 19 junior, 3 senior; 5 basketball courts, 10 playgrounds, 4 softball pitches. The new Lakeshore Discovery Elementary School located on Oakwood Avenue is proposing to develop four outdoor basketball courts, one junior soccer pitch and one playground.

Lakeshore Discovery School and St. Anne's Catholic High School are located on either end of a four hectare municipal park block. The Town of Lakeshore has directed IBI Group to prepare conceptual plans to allow for the provision of additional municipal active park space to compliment both the secondary and elementary school. There will be opportunities to share resources providing a high level of community service as well as additional services to the students.

Puce Elementary School has been closed and will be placed on the market for sale in the summer of 2007.

Marinas

Based on the 35 kilometres of Lake St. Clair shoreline and six navigable watercourses emptying out into the Lake St. Clair, the Town of Lakeshore has ten marinas within the municipal boundaries. These marinas provide seasonal and transient slips for residents from the Town of Lakeshore, as Essex County and for U.S. travellers and seasonal boating accommodation. Two significant marina sites are the Belle River Municipal Marina with 270 boating slips, a restaurant, washrooms and other boating amenities. This site abutting Lakeview Park is a key location for a signature tourist venue.



The second large marina is Cove Marina with 220 docking spaces, a swimming pool, restaurant and other boating amenities.

Five of the ten marinas include restaurants, catering to both the boating and traveling public. Other marinas include amenities such as boat and motor sales and repair and boat launches for day use. The Rochester Marina is part of a resort including golf, camping, banquet facilities and a swimming pool.

Combined the marinas are a significant tourist destination for both seasonal and transient boating activities. This is reflected in the number of fishing tournaments held at the Belle River Municipal Arena as well as events that held along the Lake St. Clair shoreline. Challenges related to siltation of the abutting waterways and water circulation within the dockage area, are significant considerations for the maintenance and operations of the marinas.

Campgrounds

There are two public campgrounds in the municipality. One is located at St. Clair Shores with 50 recreation vehicle camping sites. The second campground site is part of Rochester Place Resort located on the Ruscom River. This location has both seasonal and transient overnight camping.

Libraries

There are four libraries located in the Town of Lakeshore. They are located in the Belle River Community Centre, Comber Point Public Library, Millen Community Centre and Library and Stoney Point Public Library. Libraries provide an opportunity for learning, connection to internet serves and opportunities for elementary school students to undertake research. The libraries have limited service hours and limited resources in comparison to newly developed library systems. There is currently an Essex County Library Study underway. The Community Services Master Plan will rely on the results of the broader library study to consider impacts.

3.1.3 PARTICIPATION AND UTILIZATION

Programming

Lakeshore offers March Break and Summer Park Programs for children four to twelve years old. These programs are located in the Comber Community Centre and the Lakeshore Arena. The March Break Program runs for five days and the summer park program runs for eight weeks, five days a week for the months of July and August. For 2005 March Break Program at the Comber



Community Centre as fifteen and 2006 it was fourteen. At the Lakeshore Arena during March Break there were twenty-eight participants in both 2005 and 2006.

For the summer program in Comber there were twenty-seven children in 2005 and fifty-four in 2006. For the summer program at Belle River Arena there were ninety children in 2005 and 130 children in 2006.

While the March Break programs seem to have a steady number (100%) of participants there have been significant increases in the summer program in Comber and almost 45% at the Belle River Arena. Increases in these programs reflect the increase in families in the Town.

Park Pavilion Rentals

There are seven parks with pavilion rentals in the Town of Lakeshore. They include Geralyn Tellier Perdu Memorial Park, Lakeview Park, Tilbury North Park, Lighthouse Cove Park, Millen Community Centre Park, Centennial Park and Belle River Optimist Park. These pavilion rentals include soccer, picnics, community events and tournaments. The Town arranges bookings for the first three sites with useage as follows: In 2005 there were a total of 40 events. In 2006 there were a total of 40 events at the three parks. There was an increase from nine to fourteen pavilion rentals at Lakeview Park from 2005 to 2006 and a decrease in pavilion rentals by four events in the Geralyn Tellier Perdu Memorial Park.

Community Centre Rentals

The Town of Lakeshore operates two community centres for rental to the public. The Comber and District Community Centre is located at 7100 Community Centre Street and has capacity for 300 people. In 2005 it had 75 rentals plus user group occupancy four evenings a week from January to June. The rentals included a range of activities including weddings, family gatherings, school functions and the annual Comber Fair. In 2006 the Comber Community Centre had 88 rentals with a similar range of community activities.

The Millen Community Centre is located at 100 South Middle Road and has seating for 80 people. In 2005 it had seven rentals including family reunions, Canada Day celebrations and ball tournament. In 2006 it had four rentals including tutoring classes for four months, Tia Chi classes, senior club meetings and Friends of Woodslee meetings monthly.

There is a French community centre La Centre Culturel St. Cyr, this centre is located in Stoney Point. It is privately operated by the French community. It holds special events for the French community.

The Community Centres provide significant opportunities for programming and local service club participation. Changes to the operating structure for these venues will provide for opportunities to improve the venues and to add to their community importance.

Communities in Action Fund (CIAF)

Lakeshore Community and Development Services received a Communities in Action Fund (CIAF) grant for the purpose of providing new physical activities for adults 50 years and older in the Town of Lakeshore. Three communities outside of Belle River, Stoney Point, Comber and Woodslee were targeted to undertake a needs assessment. Three initiatives were undertaken: fitness classes, senior recreation hockey, a walking club and Tia Chi activities. The original program was running in three communities as originally intended with a total of 34 participants.

The Belle River Walking Club with access to Oak Park Retirement Housing will provide an opportunity for indoor walking. This large facility has over 1 kilometre of hallways and will encourage continued walking by its members. Other recommendations included continued encouragement for seniors recreation hockey; seeking equipped facilities to offer weekly classes for fitness; the walking club requires one person responsible for maintaining the clubs in ongoing participation and the Tai Chi Society is encouraged to maintain and expand programs in the community.

Trillium Foundation

The Town encourages and helps local cultural and recreation based non-profit organizations with applications to the Trillium Foundation. In 2006, for example, an application was approved for a pathway/trail around the perimeter of Optimist Park. The Town contributed \$54,000 by placing an external sidewalk within the fence line of the park plus contributed \$10,000 for additional pathway development under the Town's community partnership fund. The Optimist Club contributed an additional \$10,000 and received a \$75,000 grant from Trillium to complete the pathway around the perimeter of the park.

The Belle River Minor ball group recently received \$6,000 from Trillium for equipment. Other applications are pending for 2007.

Where possible, the Town tries to ensure that organizations applying for funding under the Community Partnership Fund have also considered a Trillium application.



Arenas Utilization

Lakeshore has one arena location with a twin pad; Rink 'A' and Rink 'B'. Rink 'A' is the original Belle River hockey arena, Rink 'B' is a subsequent twinning of this location. There are eight specific groups using the arena including men, boys, girls and women hockey leagues. The arena is also home to the Belle River Junior 'C' Canadiens Team.

Rink 'A' had a 32 to 29 week season in 2006 from August 21 until April 8. In 2004 it had a shorter season starting September 2 and finishing April 4. Rink 'A' had 67 hours of prime time ice broken down as follows; weekdays from 4:00 p.m. to 11:00 p.m. providing 35 hours per week and Saturday and Sunday from 6:00 a.m. to 11:00 p.m. providing 32 hours per weekend. Based on an opening of 12:00 noon on weekdays there would be an additional 20 hours of non-prime time ice per week. Records from the Manager of the Arenas indicated prime time booking of 67 hours or 100% utilization. Non-prime time bookings were six hours weekly or 30% of the non-prime time.

Rink 'B' provides year-round ice to the community. It has 67 hours of prime time ice and 32 hours of non-prime time ice. During the winter months starting September through to April it was used for 32 hours per week or utilization of 48% and three hours per week of non-prime time for utilization of 15%.

During the spring and summer hockey time from April through to September Rink 'B' had an average of 45 hours use of prime time or utilization rate of 67%. During non-prime time it had an average of 5 hours or 25% utilization. For the 2005 / 2006 season these utilization rates decreased to 40 hours, 60% utilization during prime time and 3 hours, 15% utilization for non-prime ice.

Overall the utilization rate during the winter of the combined rinks is 74% utilization for prime time and 22.5% for non-prime time. While the utilization rates are high there is capacity available in Rink 'B' and additional time is available during the non-prime periods. Consideration should be given to scheduling adjustments to accommodate greater utilization. Based on the above utilization rates there are appears to be significant capacity during prime and non-prime times one Rink 'B'. Rink 'A' appears to be functioning at full capacity.

Golfing

The Town of Lakeshore has five golf attractions. There are two eighteen-hole golf courses and one nine-hole golf course. There are four driving ranges which provide lessons and one mini-golf course. These facilities provide private outdoor recreation facilities to the Town and opportunities for local golf tournaments and fundraising events.



3.1.4 PUBLIC CONSULTATION

.1 Introduction

A comprehensive Community Consultation program was completed in support of the Town of Lakeshore's Community Services Master Plan Parks and Recreation and multi-use components. It involved focus groups, a public meeting, a household survey, interviews with service providers and Town staff, a session with Town Council and other sources of input. It also relied on consultation input received for other planning initiatives being undertaken by the Town of Lakeshore, such as the Town's Strategic Plan.

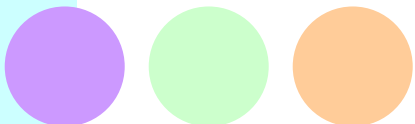
The following material reflects the various elements and inputs from community members in regards to the Community Services Master Plan.

.2 Community Organizations

Optimist Club of Belle River

The representative of the Club provided the following information on the Club:

- ▶ Primary service activities involve health and fitness and family activities involving youth 5 to 13 years of age. Participants in the programs involve 0 to 89 year olds, across youth, teen, adult and seniors programs.
- ▶ Activities occur in Optimist Park and at local schools.
- ▶ Membership has remained relatively stable in the youth programs at approximately 1,000 youth.
- ▶ Major current initiative involved the parkway and walkway through the Park.
- ▶ Preferred facility improvements over the next five years are improved lighting and benches in Optimist Park.
- ▶ The primary events undertaken are the Bike Rodeo, Tri-Stars baseball leagues and related activities and the New Pathways Program has been very successful.
- ▶ The Club maintains Optimist Park, using all volunteers at no cost to the Town of Lakeshore.



- ▶ The Club has forty-five members which all contribute significantly and are very committed to the success of the Pathways Project, which will include lights, benches, exercise bars and related supports.

The Club looks forward to continuing to work on behalf of the residents of Lakeshore and is committed to its ongoing community service.

Comber Chamber of Commerce

The Chamber of Commerce undertook a household survey in the Comber area to develop a “wish list of activities” that residents would like to see for the children, teens, adults and seniors in the Comber area. The following information has been developed for the Master Plan based on the outcomes of this survey completed in March 2007 with a return rate of 177 survey from a possible 245 homes, 72.3%. The survey had five categories with multiple identifications in each:

- ▶ Sports
- ▶ Activities
- ▶ Courses
- ▶ Community Events
- ▶ Amenities

What is interesting to note from the survey, is that amenities scored typically the highest outcomes at 40% or higher on each of the eight identified items. The other categories had the majority of responses below 40%. Amenities as a category had the strongest identification by a significant margin.

The following items received 40% support or higher from respondents and are represented in rank order, with the first item the most identified:

Outdoor Ice Skating Rink	66%
Main Street Beautification Project	61%
Lighted Paved Multi-Purpose Trail	61%
Farmer’s Market	53%
Walking	51%
Outdoor Basketball Court	45%



Floor Hockey Program	44%
Beach Volleyball Sand Court	44%
Children's Arts and Crafts Program	43%
Toboggan Hill	43%
Mini Golf Course	42%
Cooking Lessons Program	41%
Splash Pad	41%
Soccer Fields	40%
Skateboard Park	40%
Teen Dances	40%

The Comber Chamber of Commerce is presently forming a community committee to decide which projects should be prioritized and worked on.

The data indicates support for a number of amenities, particularly in regards to trails; walking and outdoor activity spaces, such as basketball courts; a skateboard park; and related components. The most significant priorities appear to be a Main Street Beautification Project, an outdoor ice skating rink in the winter, a lighted paved multi-purpose trail and a Farmer's Market.

Belle River Minor Soccer Club

Two individual interviews were undertaken with Executive members to receive input from this organization in the Town of Lakeshore.

- ▶ Belle River Minor Soccer provides recreation soccer league for 1000 to 1400 youth in 80 teams from the beginning of May to the end of July;
- ▶ The organization is an incorporated not-for-profit group;
- ▶ They operate the Lakeshore soccer park comprising 12 hectares of land with five large, four medium and two small soccer pitches with associated parking;
- ▶ They operate four nights per week from 6:00 p.m. to 9:00 p.m., and normally have 18 games per night.
- ▶ Indoor soccer is from September to April, two nights per week with recreational soccer at Belle River Public School and for the travel soccer team four nights per week at public and Catholic elementary schools;



- ▶ All participants are residents of Lakeshore.
- ▶ The only other minor soccer operation is in St. Joachim which has a combined baseball and soccer program that operates on alternative days' basis. Stoney Point/Leffler has soccer fields.
- ▶ The Belle River Minor Soccer Club has experienced growth over the last number of years and is anticipated to have stable or growing participation over the next decade.
- ▶ Adult soccer is not part of the association's program. However, adult leagues do use the fields on Monday and Friday of each week on a rental basis.
- ▶ All the Club's games and practices are held at the Lakeshore Soccer Complex.
- ▶ The Town owns the land and leases the land to the Soccer Club. The Town is also responsible for grass cutting and turf maintenance. It is also adding a larger parking lot to the facility.
- ▶ The Club members undertake the lining of the pitches, the placing and maintenance of nets and the corner posts, as well as scheduling.
- ▶ Future plans include the following:
 - Development of the whole site as an expanded soccer facility with more fields;
 - Eventually to develop a stadium quality field and clubhouse as a centre point to the overall complex;
 - Potential development of an indoor soccer facility in the future.
- ▶ The Club works on a year-to-year basis attempting to raise funds in support of the ongoing development of the venue.
- ▶ The relationship between the Soccer Club and the Town is not as effective as it could or should be. The parties seem to have created some distance between themselves in regards to what the various considerations, priorities, roles and responsibilities are, especially around communications.



- ▶ The Club appreciates its independence of operation and sees that feature as important to its future, but also recognizes the importance of successfully partnering with the Town.
- ▶ One Club concern is that more Town involvement could involve higher rates for use of the fields, which could cause soccer fees for children to increase, such as the introduction of a user fee. Higher user fees could impact affordability similar to what is happening with minor hockey programs.
- ▶ Some concerns have existed in that changes and projects at the Complex that have been undertaken by the Town have occurred without a discussion with the Club, though these projects have made improvements to the venue. A general perspective was that more communications would be helpful.
- ▶ The Club views the need to sustain the lease, but may be open to the possibility of a Memorandum of Understanding or a separate agreement that articulates specifically the core operating responsibilities and communication practices between the two groups.
- ▶ Opportunities to create state of the art field including concessions, bathrooms, change house, night lighting and irrigation.
- ▶ Exclusive use of the fields for tournaments and for members;
- ▶ Funding in terms of Trillium Funding and Bell Sports Foundation;
- ▶ Ability to pay for increase water, sewer, hydro and lighting facilities for the fields.

Lakeview Beach Area Residents

Eight residents living immediately to the east of Lakeview Park asked to participate in the consultation program specific to considerations impacting their properties and quality of life.

- ▶ For over five years, the residents have been attempting to clean up the backwashing issue that has affected the area between their properties and the Park. The area, since the redevelopment of the Park and the introduction of a fish habitat area, has resulted in significant algae, flotsam and other debris, including the by-product of the backwashing operation from the neighbouring Town water treatment plant.

- ▶ Nine property owners spent \$20,000 to clean the area up plus their own labour. Now the problem has re-emerged in equal intensity to the previous conditions.
- ▶ The anticipated cleanup costs are \$60,000 and the owners believe that the Town has indicated to them that they would take some responsibility for this. One part of the solution will be the opening of the new water treatment plant that will have a different technology and should remove its effluent material from the area.
- ▶ Part of the problem also rests with the marina, which is essentially a jetty and impacts the prevailing winds causing the area on the east side to fill in with debris and other materials.
- ▶ The residents are very concerned in terms of the health, aesthetics and utility constraints that this situation places on their property and use of the water. It has all come about due to the water filtration plant and the building of the marina and fish habitat areas, and therefore, is not their problem or fault.
- ▶ A number of property owners indicated that they were attempting to sell their houses, but have not been able to achieve a positive outcome because of this issue.

This particular group feels it is important for the Town to take responsibility and to clean up the area both for the landowners' sake, but also to enhance the utility, appeal and value of Lakeview Park to all residents and visitors.

When asked their views on the Town possibly purchasing their properties over time to expand the Park, those in attendance were favourable to this strategy for the Town.

Lighthouse Association of Property Owners

- ▶ The Lighthouse Association of Property Owners is an incorporated not-for-profit organization for the purpose of maintaining and dredging the primary access canals to Lake St. Clair for boat access.
- ▶ They have been challenged by the increase cost of dredging the channel on an annual basis and that they may no longer be able to dredge annually.
- ▶ There has been an increase in cost per member from \$200 to \$300 to \$500 annually in order to undertake the dredging.



- ▶ The organization suggests because of their waterfront access the properties are valued 40% to 50% higher than similar real estate without waterfront access.
- ▶ They are requesting the Town of Lakeshore provide waterfront services to help defray the additional costs of dredging. They are requesting assistance from the Town by providing support and dealing with the changing requirements of the Ministry of Natural Resources, the Department of Oceans and Fisheries and the Lower Thames River and Essex Region Conservation Authorities. This request was made in February 2006 and is consideration for the waterfront development strategy.

Belle River Arena Ice Users

Representatives of minor boys and girls hockey participated in this particular session with other sessions involving adult teams / leagues.

- ▶ Approximately 1,100 children are registered in the Belle River Minor Hockey Association, of which 220 are females within the Lakeshore Lightening Program, and 780 are boys.
- ▶ Registration has been capped for approximately two years due to a shortage of ice.
- ▶ The girls program is accessing two hours of ice per week in Leamington and the Select Seven League is using the Windsor Ice Park twice a week.
- ▶ Additional ice requirements have been identified in terms of:
 - AA teams requiring two practices a week;
 - Minor hockey boy's league requiring an additional ten hours per week.
- ▶ It was also identified that the regional AAA teams are looking for approximately 25 hours per week and are currently paying \$250.00 per hour at the privately owned Ice Park in Windsor.

In total, it is estimated there could be demand for between twenty-five hours per week of additional ice time.



In terms of future prospects and demand for hockey services, the following was identified:

- ▶ The younger age levels, involving tyke / mites are growing in participation, which is the program base. The current program limits fifty children per hour for safety reasons;
- ▶ The girl's hockey program cannot create travel teams because there is no ice to support the next level up that should be naturally evolving as it is in most municipalities in Ontario;
- ▶ All house league teams up to midget share ice for practices. This is uniquely different than in other municipalities across Ontario where atom age and up teams typically have full ice practices for each team.

In terms of the current Belle River Arena facilities, the following was identified:

- ▶ Rink A tends to have a small lobby, which has significant impacts on tournament operations, along with relatively inadequate circulation;
- ▶ The seating is inadequate for a Junior C team;
- ▶ There are no warming areas, as are typically available in new arenas;
- ▶ There is no hall / large room to support tournaments, fundraisers or other activities. The pavilion is an outdoor facility not accessible in the winter time and has a series of other operational issues.

These groups identified a need for at least one more ice pad in Belle River. A general sense prevailed that if Ice Track were to proceed, they would end up absorbing the Lakeshore Lightning Program, as well as the regional AAA program, which could be harmful to youth in the Lakeshore area, taking them out of the community.

Also, children in the southern and eastern areas of the Town are free under the OMHA grey zone policy to utilize the Town of Essex Minor Hockey Program or the Town of Tilbury Minor Hockey Program. These children are not involved in the Belle River Association, but could be if a unified minor hockey program were to evolve in Lakeshore.



Belle River Junior 'C' Canadians

- ▶ This organization is a not-for-profit with nine directors. They use 150 to 200 hours of ice per year from September 1 to mid February;
- ▶ They have 20 games at home and 2 practices per week;
- ▶ They have 23 to 25 players per year;
- ▶ They have a summer skate from six to ten weeks one night per week during the summer;
- ▶ Training camp is in August for four nights per week;
- ▶ Bookings must be made at the beginning of the year to provide for three annual tournaments;
- ▶ There used to be access to a banquet hall for tournaments and fund raising;
- ▶ There is a need for a community hall, office space and small meeting rooms for their organization;
- ▶ The dressing rooms are too small for Junior 'C', the shower stalls are insufficient;
- ▶ Rink 'A' is good, Rink 'B' is not sufficient for Junior 'C' teams;
- ▶ There is a need for more high school hockey with the introduction of St. Anne's High School for both boys and girls hockey;
- ▶ The cost of ice rental is acceptable at the moment;
- ▶ There is a future need for roller hockey, increasing demands on girls and women's hockey;
- ▶ The need to annually allocate ice time for users;
- ▶ There is no place to stay in Lakeshore for tournaments.



- ▶ There was a submission model for allocating ice time fairly from the Ontario Recreation Facilities Association Inc., and a policy for the Equitable Distribution of Ice Time in Chatham-Kent as examples for ice allocation.

Belle River Ladies' Slo-Pitch League

The representative for this association provided the following comments:

- ▶ This is a female slo-pitch league for individuals 19 years of age and up who play at the Belle River Optimist Park and at Arena Park.
- ▶ The organization has 105 women and utilizes three baseball diamonds from May to October.
- ▶ Participation rates have remained relatively stable over the last five years, ranging from 98 to 105 women.
- ▶ Facility improvements identified involved improved maintenance of the diamonds to avoid injuries at the Arena Park diamonds. A recommendation was made that the Arena Park diamonds be developed and maintained to the same calibre as the ones in Optimist Park with appropriate washroom support.

Essex Farm Safety – Kid's Safety Camp

The representative of this organization provided the following input:

- ▶ The program is designed for boys and girls aged 5 to 12 years and occurs at the Honourable Eugene Whelan Experimental Farm in Woodslee.
- ▶ Participation levels have declined from approximately 200 individuals in 2002 to 110 individuals in 2006.
- ▶ The focus of the program is on farm safety involving hydro, animals, fire, sun, wildlife and slow-moving vehicles.
- ▶ No additional facility requirements are seen in the next five years, as the Experimental Farm has room to accommodate the group's needs.



Comber Golden Age Club

The representative of the Golden Age Club in Comber provided the following information:

- ▶ The Club's focus is on providing a meeting place for area seniors, card playing and potluck lunches for both male and female seniors plus activities at the Comber Community Centre on the second and fourth Thursday of the month from September to June.
- ▶ Participation rates have remained relatively stable, from 30 to 36 individuals.
- ▶ No concerns, issues or needs were identified.

Comber Minor Baseball

Comber Minor Baseball provided the following information:

- ▶ Provides baseball opportunities for children aged 3 to 14 years at the Comber Baseball Diamonds, of which two are utilized.
- ▶ The program operates three nights per week and a separate adult league holds tournaments.
- ▶ The program has grown from 80 children in 2002 to 130 in 2006, growing approximately 10% per year.
- ▶ The major facility improvements or changes over the next five years that were identified are:
 - Repairs to the fencing;
 - More dirt for the diamonds.
- ▶ The Club identifies that the Town supplies the tractor used to maintain the diamonds and that this is very important for the work that they undertake, as they maintain the facility.
- ▶ As a non-profit club, they are dependent on the registration fees to keep access affordable, along with local sponsorships.



Woodslee Baseball Association

The representative of the Woodslee Baseball Association provided the following information:

- ▶ Provides baseball opportunities in the Woodslee area to 120 to 150 youth and adults.
- ▶ Registration has decreased a little over the last number of years, however, 90% of the youth participating are from the area and approximately 50% of the adults in the adult come from the Woodslee area.
- ▶ Over the next five years, the organization hopes that registrations will increase, probably due to the large subdivisions that are potentially going to be developed in the area.
- ▶ A number of the challenges identified by the organization involve the following:
 - Trying to find new funding sources to support the ongoing operations of the organization, particularly since they take care of one of the two diamonds. Bingo revenues are in decline and funding is becoming more of an issue concered if bingo revenues continue to decrease, as this will have an impact on the capacity of the organization;
 - There is increasing pressure on the teams to raise their own funds, which is creating fundraising competition and could impact affordability;
 - There is a core group who do most of the work, particularly related to diamond maintenance however, few new people have been recruited. Volunteers could be a longer term problem relative to recruitment and succession;
 - There has been a general decline in participation over the last ten years and this has resulted in gaps in age divisions in the minor baseball program, which could affect the long-term viability of this program.
- ▶ The two parks used are in excellent shape and well maintained as there is a lot of local pride in keeping them up. It was felt that there is no need for the Town to maintain the diamonds, as the organization is responsible for them and prefers to keep this role.
- ▶ Maintaining local identity and participation is felt to be vital to the long-term success of this program.

Rochester Adults Slo-Pitch

- ▶ This league had eight women's and eight men's teams with 240 participants age 17 years plus;
- ▶ They play from the first to May to the end of September at the St. Joachims Athletics Association fields;
- ▶ The field behind the arena is in poor condition and poor maintenance;
- ▶ There is a dual program on Mondays and Thursdays in Lakeshore with 300 to 320 kids;
- ▶ One of the most significant issues is parking;
- ▶ The St. Joachims Athletic Association fields are maintained by a retiree. The challenge is there is no one to replace him once he retires.

ATV and Dirt Bike Track

Over the course of January and February 2007, dirt bike and ATV enthusiasts undertook to generate public interest in the development of an ATV and dirt bike track in Lakeshore. A petition was utilized, identified three opening comments:

- ▶ The need for a safe and controlled riding environment.
- ▶ Participants should not have to spend hundreds of dollars each month commuting to tracks in other areas.
- ▶ There are many other recreational opportunities in the community, why would this activity not also be supported?

In total, over 400 signatures, with their name, address and telephone number, were identified in support of such an initiative in Lakeshore. Based on a scan of the addresses, many are from Lakeshore. There are individuals from Chatham, Tilbury, Tecumseh and other communities also identified, giving a regional perspective to the overall initiative. There was also an online survey registration that generated another 209 signatures from across the region, including Windsor, Harrow, Amherstberg, Essex and other communities.



The support shown for a dirt bike track is fairly extensive. There is no site preference or other considerations provided other than the support provided in regards to the development of such a facility within Lakeshore.

Combers Golden Age Group

- ▶ This organization uses the Tilbury West Community Centre which was built in the early 1990s;
- ▶ This is an excellent facility and maintained by the Town of Lakeshore;
- ▶ Strengths of the organization is the members all know one another;
- ▶ The challenge is trying to get people involved in other activities, travel time and commitments make it difficult for people to participate;
- ▶ The Comber fairgrounds is used for a skateboard park which is well used, summer programs and pavilion bookings are active;
- ▶ The walking trail around the fairgrounds is very important. The Countryside Gold Open is headquartered at the Community Centre and provides an annual barbeque and breakfast;
- ▶ Tia Chi would be an idea for service to seniors.

Belle River Business Improvement Area

The representative of the Belle River Business Improvement Area provided the following information:

- ▶ Organizes outdoor festivals and community events, a parade, a car show, banquets and other activities.
- ▶ Many of their activities occur in Lakeview Park, Optimist Park, Ladeseur Park and Notre Dame Park, along with Rochester Place, involving one to three days a year.
- ▶ Participation at the organization's special events has increased considerably from 5,000 people in 2002 to 20,000 people in 2006.
- ▶ New projects or programs anticipated by the organization involve:

- New green space project in Belle River;
- New fall fair in Belle River;
- A community clean and green project initiative.
- ▶ Facility improvements identified included:
 - Upgrade to parks;
 - More trees planted and existing trees better maintained;
 - More sidewalks in Belle River;
 - More walking and biking trails / lanes in traffic areas leading into Belle River.
- ▶ Some of the concerns identified by the group involved the following:
 - Lack of safe walking areas, particularly in the business area;
 - The community is outgrowing its arenas and needs a new twin pad;
 - Desire for a new indoor pool for swimming lessons and exercise and fitness;
 - Need to have a greater environmental awareness across the community.

Lighthouse Cove Chamber of Commerce

- ▶ The purpose of the organization is to beautify the business streetscape and participate in the Sun Splash Festival for Belle River;
- ▶ Lighthouse Cove is attempting to promote and market this area. To develop a new museum at the Lighthouse in the Cove;
- ▶ Southwestern Ontario has been impacted by the non-smoking legislation;
- ▶ Tourism fishing and birding;
- ▶ There is a lack of accommodation for visitors and significant shopping opportunities for the visitors that do attend;
- ▶ Shopping is very seasonal and related to special events in the community.

- ▶ Build on existing strengths;
- ▶ Keep green space, farmland and woodlots as they exist;
- ▶ Develop Russmore Shore and Tremblay Park with respect to natural heritage features and amenities.

Comber Agricultural Society

A representative of the Comber Agricultural Society provided the following information:

- ▶ The organization has approximately twenty (20) directors and fifty (50) volunteers that are primarily focused on the fair that operates over three days during the second weekend of August.
- ▶ The fair has been operating for 137 years and attendance has been relatively steady at 14,000 to 15,000 attendees a year who come from across Essex County and beyond.
- ▶ The Society also works with and makes donations to 4-H clubs, the Legion, local schools and the library. It has had strong community service focus.
- ▶ The fair received senior government funding up to about \$3,000 per year and generates between \$75,000 and \$85,000 a year.
- ▶ The organization has a downside risk in that bad weather can have a significant impact, and therefore, Town support is vital at these times.
- ▶ Some of the needs identified for the venue that is utilized involve:
 - Play equipment to provide opportunities for children during the fair and at other times throughout the year;
 - Continued Town support for the fair, which has become a tradition and a legacy.
- ▶ Two areas of improvement for the park in Comber were identified as follows:
 - A walking track around the park, which has been identified by parents;

- A fence along the park and the woodland, some six (6) foot high, in order to provide security to users of the track and the park. The Agricultural Society would participate in the financing of that initiative.
- ▶ Recently, the CAS partnered with the Town to co-fund the fencing of the fairgrounds' perimeter under the Community Partnership Fund.
- ▶ The CAS recently received \$75,000 in Trillium Funding to repair and upgrade the farm/animal display barn within the Comber fairgrounds area.
- ▶ The relationship with the Town has been positive.
- ▶ There is some perception that Belle River and Maidstone seem to receive the bulk of the community investments in parks and recreation and that the Comber area needs to be considered.
- ▶ A general perspective that recreational services in Comber are adequate and at a good quality level.

Canada South Land Trust and Friends of Pike Creek

- ▶ The purpose of Friends of Pike Creek is to:
 - Remove debris from the watershed;
 - Plant native trees, shrubs and vegetation;
 - Resolve point and non-point sources of pollutions;
 - Create vegetative buffers along the creek to minimize erosion and promote re-establishing the forest along the watercourse;
- ▶ Membership consists of 60 persons 14 to 65 years of age and no change in the participation is expected for 2007;
- ▶ They continue to support clean-up of Pike Creek and tree planting and restoration;
- ▶ Their facility needs would be a cargo trailer to store and move equipment. They rely heavily on volunteers at the high school level and have applied for Trillium Funding for their projects.

- ▶ The purpose of the Canada South Land Trust is to long-term preservation and restoration of natural heritage through conservation agreements and donations;
- ▶ There are no identified challenges, needs or opportunities identified for the next three to five years.

Comber Chapter of IODE

- ▶ IODE has approximately 20 members with no expected increase in membership. The age ranges from 40 to 95 years;
- ▶ They hold two events in the Tilbury West Community Centre being the Spring Fling and Christmas Ideas events;
- ▶ They undertake fundraising that is donated to hospitals and local schools of approximately \$10,000 annually;
- ▶ They participate in a Cenotaph Ceremony annually and will have a history of 90 years in 2007;
- ▶ Challenges in the next three to five years include trying to keep the IODE active in the community as the aging membership and lack of new membership make it difficult to continue;
- ▶ They would like to continue to having free access to the Tilbury West Community Centre for their events and meetings of approximately five time per year.

Lakeshore Community Services

- ▶ The purpose of this organization is to provide information reference to social planning for the Town of Lakeshore.
- ▶ They provide services to over 2000 clients and coordinate some 50 volunteers within the Town.
- ▶ They recently completed a Seniors' Needs Study.
- ▶ They offer workshops and space for community agencies to provide services.



- ▶ They respond to enquiries regarding municipal recreation programs for various ages and physical limitations.
- ▶ They expect to see more aging in place;
- ▶ Earlier returns from hospital surgery;
- ▶ More information requests addressing more complex community needs.
- ▶ Opportunity for the Municipality to purchase Puce School for seniors and recreation services;
- ▶ The need for an indoor pool in the municipality;
- ▶ The need to work with community partners, service clubs and review of service fees for activities.

YMCA of Windsor and Essex County

- ▶ The YMCA does not have any facilities in Lakeshore. It provides al-a-cart services to the County using community rooms, schools and aquatic facilities including backyard pools. It also uses Riverside High School in Windsor.
- ▶ Challenges are related to changing community patterns including lifestyle changes and overweight communities;
- ▶ Availability of affordable rental space.
- ▶ The existing facilities in downtown Windsor are a strength;
- ▶ Opportunities to create facilities in Lakeshore to provide full services in east, west and southwest of Essex County;
- ▶ Opportunities to create mutual agreements for the use of public facilities including the two new schools, Lakeshore Discovery and St. Anne's High School for YMCA programming;
- ▶ The YMCA offers a number of outreach programs for children and adults including instruction in babysitting, first aid and CPR and home alone and safe;

- ▶ The YMCA also offers programming for basketball, soccer, floor hockey, adult badminton and adult volleyball;
- ▶ The YMCA is willing to discuss opportunities for a joint venture between the YMCA and the municipality with respect to the creation of a multi-use facility where the YMCA would operate a recreation complex including community meeting rooms, gym and pool guaranteeing municipal access.

Beachwalk Family Fitness (Belle River)

- ▶ The purpose of this private organization is to provide facilities and fitness classes for fitness club members.
- ▶ They currently have 700 members and a 12,000 square foot facility including child watch areas;
- ▶ There is insufficient public parking for this downtown Belle River use;
- ▶ They would like to see more full time jobs in Lakeshore;
- ▶ They see the opportunity for municipal rental of the fitness room by clubs and organizations;
- ▶ Opportunities for instructors and facilities for public use;
- ▶ Opportunities for recreational and exercise classes hosted here and sponsored by the municipality;
- ▶ The future for a private fitness club is uncertain based on the turnover of some 200 members per years. This is a high turnover compared to the 700 to 750 members they have annually.

Stoney Point Lions and Lioness

- ▶ The organization has 21 men and 33 women members;
- ▶ The Lions group has been challenged by lack of membership and reduced participation in their fundraising events;
- ▶ They had to cancel Fun Fest last year as there was insufficient public interest;

- ▶ The organization is looking for a new place to operate;
- ▶ They are leasing a former portion of the Town Hall for one year and considering leasing or buying the facility;
- ▶ The Lions have provided fundraising for five ball diamonds in Stoney Point, the kitchen and pavilion, night lights and the walking trail to the lake, two playgrounds and the skateboard park;
- ▶ There are also six large soccer pitches in the Stoney Point Park.
- ▶ Continued strong membership in the Lions International;
- ▶ A need to find a place for regular meetings for the Lions and kids programming in Stoney Point.

3.1.5 PUBLIC SERVICE PROVIDERS

.1 Introduction

This section of a Consultation Program identifies the input received from public service providers, such as the Essex County Library, the Essex Region Conservation Authority, local School Boards and similar organizations.

Essex County Library

The Essex County Library has four branches in the Town of Lakeshore:

- ▶ Lakeshore Library located in the Belle River Arena;
- ▶ The Stoney Point Library;
- ▶ The Comber Library;
- ▶ The Woodslee Library.

The Library is currently completing a Facilities Study for its long-term service delivery, which should be completed in around June 2007. The following input provides information provided by the Chief Librarian. Information from the draft documents for the Essex County Library's current facilities planning project are contained earlier in this report



Overview

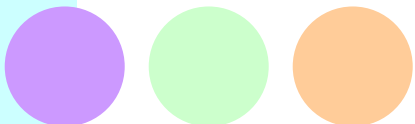
- ▶ The Essex County Library operates fourteen branches of which four are in Lakeshore.
- ▶ The operational strategy focuses on the local municipality providing a building, maintaining the exterior components and undertaking capital repairs, while the Library Board funds direct service operations. The local facility is to be provided free to the Library Board.
- ▶ Library hours of operation per week vary significantly in Lakeshore as follows:
 - The Comber Library is a small library with twelve (12) hours of service per week;
 - The Stoney Point and Woodslee Branch Libraries provide eighteen (18) hours of service per week;
 - The Lakeshore Library provides forty (40) hours of service per week.
- ▶ The data on library utilization would indicate that many Lakeshore residents are using the Tecumseh Library, which provides eighty-eight (88) hours of service per week within an 8,800 square foot facility which has significantly more computers and related technology resources.
- ▶ Since the operating costs for the Library Board principally involve staff, the hours of service are directly impacted due to this cost structure.
- ▶ A general perspective that the libraries in Lakeshore are not used to the same level of intensity as they are in other communities.
- ▶ A number of the key trends that are influencing public library utilization are as follows:
 - One-stop shopping for information and related services;
 - Virtual reality library services, online access and related technology-driven utilization;
 - Hours and materials availability directly influence library utilization.



- ▶ Some sense that Lakeshore residents may be better served if library consolidation could be considered, as larger libraries can offer more hours of service and improved resources and technology.

The following perspectives were offered on each of the four library branches:

- ▶ Woodslee
 - A former school building that is fifty (50) years old and has problems with the roof, visibility and state of repair, along with old single-glazed windows and is an aging facility;
 - Only offers two computers, but has a large user base.
- ▶ Comber
 - The building was developed in the 1930s and is a very vital part of the community. It is a small cement block building that is very outdated;
 - Only two computers are available.
- ▶ Stoney Point
 - A small but effective building which a group of volunteers initiated. It is attached to the former Tilbury North Municipal Building, which could become a French Cultural Centre. It is considered to be the best of the four libraries in Lakeshore relative to building quality.
- ▶ Lakeshore
 - Located within the Belle River Arena, primarily utilizing a former meeting / banquet room;
 - Facility lacks visibility, though provides for a multi-use perspective;
 - This is a high growth area within the County and the current building will not provide the basic library capacity necessary for the size of the population, particularly in regards to the quality of the library facility and services available in Tecumseh;



- The Library Board is not fully satisfied with being in the arena due to a number of issues around visibility, size of space, etc.;
 - The current library requires a single purpose / destination-oriented trip, as there is no commercial or other activity in the area such as with the Tecumseh facility;
 - The Library Board would be supportive to a Town Centre concept, which is more integrated to a multi-use environment of commercial, other community services and related activities.
- ▶ There are no Sunday service hours in Lakeshore. If economies of operation could be achieved, the possibility exists for Sunday operational hours.

Essex Region Conservation Authority (ERCA)

- ▶ The ERCA is involved in flood control, natural heritage restoration, outdoor education and recreation and bio-diversity monitoring. They are responsible for the Department of Fisheries and Oceans, monitoring of fish habitat;
- ▶ ERCA currently operates Tremblay Park and Ruscom Shores facilities;
- ▶ The ERCA also owns a natural area in former Maidstone where restoration of the existing field is planned and they operate a ball diamond;
- ▶ The ERCA is responsible for the Chrysler Canada Greenway Trail of 50 kilometres and the Essex Rail to Trail Conversion of 25 kilometres;
- ▶ The trails are provided for any type of travel with the exception of motorized vehicles. They are intending to undertake a regional trail strategy to connect municipal trails through Essex County;
- ▶ In the next five years they intended to create a Blue Ways Trail system through existing watercourses;
- ▶ ERCA will continue to build partnerships in the development of the County-wide trail system and habitat restoration on municipal lands on five or six programs through the County.

Windsor Essex Health Unit

- ▶ Participation in active living coalition which meets five times per year to ensure seniors and low income earners have access to recreational facilities.
- ▶ Access is a barrier to seniors;
- ▶ Lack of cars and public transit make it difficult to access activities;
- ▶ Trails and water access are limited and do not link destinations;
- ▶ There are no safe locations for cycling or dedicated bike lanes within the Town.
- ▶ The opportunity to create a 50 metre pool and the provision of safe walking environments including gyms and community centres;
- ▶ Recreation for services and programs tailored to seniors, immigrants and low income services;
- ▶ Opportunities for community in action grant to incur senior activities and participation in the active living coalition.

.2 Greater Essex District School Board and Windsor-Essex District Catholic School Board

The following information was derived from a joint meeting with senior staff representatives of these two School Boards servicing the Town of Lakeshore.

Community Use of Schools

Both school boards provide opportunities for community use of schools. The Public School Board has a policy in this area and the Catholic School Board is currently developing a policy that will be similar to the Public School Board's. The key considerations are as follows:

- ▶ Both school boards indicated that their outdoor sports fields are maintained to a minimum standard, particularly during the summer months. Their budgets do not allow for them to facilitate community use through enhanced maintenance. The School Board is open to local groups providing additional grass cutting and the Public Board does have agreements with a local group at the secondary school in Belle River to maintain the sports fields.



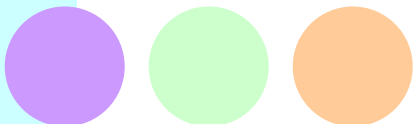
- ▶ Fees for the use of the indoor space involves a marginal fee of \$2.00 to \$3.00 per hour plus any additional custodial costs if the custodian would normally not be there, such as on weekends.
- ▶ At this time, there is no cost for use of outdoor spaces as long as they do not involve a custodian or additional costs to the Board.
- ▶ The Belle River District High School tennis courts are utilized, but are in very poor condition. There are no funds for their rehabilitation at this time.
- ▶ Accessing schools for community use is undertaken through a central registry service at both school boards at their respective Education Centres. Both boards use the CLASS System.
- ▶ Both boards receive a grant from the Province that was instituted in 2005 to reduce the cost of community use of schools to user groups.
- ▶ The boards make available both indoor and outdoor facilities to community groups, such as Boy Scouts and Girl Guides, minor soccer, community youth basketball, adult volleyball and other groups.
- ▶ Neither board has Reciprocal Agreements with the Town of Lakeshore or most other communities. They undertake the direct allocation of facilities, collection of fees, etc. Both Boards feel this is a strategy that they wish to continue in terms of controlling access, insuring adequate insurance and related risk management considerations.
- ▶ Utilization availability by the community is identified in the school schedules, based on the following considerations:
 - School uses are the top priority and are identified early in the school year. These times are then blocked out.
 - Schools have the right to bump community use for parent-teacher nights or other uses that are not predictable earlier in the school year.
- ▶ Both Boards would consider Reciprocal Agreements with the Town if there were mutual beneficial relationships. However, access to an arena has a limited need and indoor pool time is secured in the Town of Essex and / or at St. Clair College.

- ▶ Currently the board representatives were not aware of any use of museums by students in Lakeshore.
- ▶ Both boards felt there could be some utilization by their programs of soccer and baseball fields in Lakeshore.
- ▶ The Public School Board and the Town of Essex jointly own an indoor pool at the Essex District Secondary School. The School Board does not have a continuing interest in developing and operating indoor aquatic facilities, as the provincial funding model does not support this type of capital or operating entity and new pools in secondary schools have not been a reality in Ontario for many years.
- ▶ Any group using a school facility requires insurance coverage that is acceptable to the board, generally in the order of \$2 million minimum coverage. It is recognized, that many groups can secure this through their provincial and other associations. However, some local groups would not have this coverage or be able to afford such coverage. The School Boards provide such coverage on a purchase of service basis.

.3 Facilities

Windsor-Essex Catholic School Board

- ▶ The Windsor-Essex District Catholic School Board is opening the new St. Anne's Catholic Secondary School designed for 1,600 students, which will grow to 1,800 students by 2011. This will be the largest secondary school west of London. It serves Lakeshore and Tecumseh, with 40% of the students coming from Lakeshore.
- ▶ Catholic elementary schools are located in:
 - Belle River;
 - Emeryville;
 - Woodslee;
 - Stoney Point.
- ▶ There are limited plans for some expansion of existing elementary schools, but no new schools are planned by the Catholic School Board.



Greater Essex District School Board

- ▶ Puce School has been closed in Lakeshore and is about to be offered for sale. The Lakeshore Discovery School is the replacement facility. This is an old school with significant challenges in terms of operating costs, maintenance and related considerations.
- ▶ The Public School Board has no plans for additional secondary schools in the Lakeshore area, as the Belle River District High School will be adequate, though requires refurbishing.
- ▶ With the opening of Lakeshore Discovery School, no immediate elementary school facility changes are planned.
- ▶ Public elementary schools exist in:
 - Belle River
 - Comber
 - Woodslee
 - Maidstone
 - Ruthen

Curriculum and Other Input

- ▶ Tecumseh is currently seen as the primary high growth area, with Lakeshore being a longer-term growth area for both Boards' related to their facility planning process.
- ▶ Based on comments from these school board representatives, the French Catholic School Board is examining opportunities for a Catholic Secondary School in Tecumseh, while the Public French School Board has identified Windsor for a secondary school. Neither of these school boards is planning expansion in the Lakeshore area at this time.
- ▶ The Province's initiative and priorities on healthy living are becoming an important part of school curriculum and related to broad-based physical and cultural activities for students to improve their overall health.

- ▶ Some of the physical education / health curriculum involve the use of recreational facilities, however, this is becoming more limited due to bussing costs.
- ▶ Also, fairness and equity considerations arise in that some schools can walk to recreation facilities and others need to be bussed.
- ▶ The secondary schools do have hockey, swim, soccer, baseball and football teams that need venues beyond the two School Boards' resources. Arrangement, through Reciprocal Agreements or on other bases, could be considered. It is interesting to note that a high school baseball league exists in Windsor-Essex, which is one of only a few in Ontario.

.4 Oakwood Drive Park and School Board Input

Two meetings were held with the Principal of the adjoining St. Anne's Catholic Secondary School and one meeting with the Principal of the Lakeshore Discovery Elementary School in regards to the Town's Oakwood Drive Park. The name of this park represents its street location only, as the park has not been officially named to date.

Oakwood Drive Park involves approximately 5.25 hectares of land that connects these two schools. Both schools have outdoor activity spaces, but have a keen interest in the development of this park to support both their overall curriculum and athletics programs.

- ▶ The St. Anne's Catholic Secondary School has the following outdoor facilities:
- ▶ Two tennis courts / eight outdoor basketball hoops.
- ▶ A 400-metre track.
- ▶ A combined soccer / football field in the interior track area.

The Lakeshore Discovery School has proposed the following outdoor facilities:

- ▶ Four outdoor basketball hoops.
- ▶ A playground structure.
- ▶ A soccer field.



Based on the discussions with the Principals, some of the key considerations that are important in developing a Master Plan for this parkland are as follows:

- ▶ Not to include a playground or picnic pavilion, as these features will become gathering points for students, smoking and other challenges.
- ▶ The need for possibly two to three soccer fields to support their soccer teams for both boys and girls.
- ▶ A connecting walkway, on a Town easement, on the north side of the property from east of St. Anne's to the west of Lakeshore Discovery.
- ▶ Potential need for some on-site parking, but this needs to be looked at in regards to the broader parking resources that will be available at the two schools.
- ▶ Most of the track and field activities are now consolidated within the Greater Legion Track and Field Association. This group previously used the track facility at the Belle River District High School, but now is consolidated at the University of Windsor's new track facility.

.5 The Towns of Tilbury and Essex Facility Use Agreements

The Town of Lakeshore, inherited a partnership contract with the Town of Tilbury, which is now the Municipality of Chatham-Kent, in regards to sharing operating costs associated with the Tilbury Arena. This agreement was developed by the former Township of North Rochester in order to allow its youth to participate in the use of that arena facility. Under the Ontario Minor Hockey Association rules, grey areas can exist within municipalities where potential players could play in one, two or three municipalities. In this case, children and youth in the eastern area of the Town of Lakeshore can play in the Tilbury Minor Hockey Program.

An agreement is in place that requires the Town of Lakeshore to pay up to \$18,000 a year to Chatham-Kent for approximately sixty children from Lakeshore who play in the Tilbury Minor Hockey Program. No capital contribution was made by the former Township for the development of the Tilbury Arena.

Currently approximately 110 Lakeshore children play in the Essex Minor Hockey Association Program in the Town of Essex. There is no user fee agreement between the two municipalities.

The Town of Essex is currently developing plans to construct a new twin pad arena facility. Representatives of the Town of Essex have approached the Town of Lakeshore to enter into an

agreement similar to the one with Chatham-Kent. Based on the current numbers, and a \$300.00 per person approximately contribution as identified for Tilbury Arena access, this would represent a cost to Lakeshore of \$33,000 a year. Also, the Town of Essex representatives had identified a request for the Town of Lakeshore to also make a capital contribution towards the cost of developing a new twin pad facility.

Currently, the Township of Lakeshore is awaiting a final proposal from the Town of Essex in regards to the possible service delivery agreement for Town of Lakeshore access to Town of Essex ice resources.

CURRENT PRIVATE SECTOR PROPOSALS

.6 *Lighthouse Cove*

A presentation was received in regards to future development plans at Lighthouse Cove. This is a recreational-oriented settlement area in the far northeast area of the Town adjacent to the Municipality of Chatham-Kent. There are currently six developments under review:

- ▶ Admiral's Cove subdivision.
- ▶ Wagenaar Condominium Development.
- ▶ Lanoue Group.
- ▶ Cove Marina Redevelopment.
- ▶ Lighthouse Inn.
- ▶ J. Brad Farms Limited.

The overall area is very unique, as there are many canals that have been built to support boats coming in from Lake St. Clair directly into residential homes.

In total, the following residential development is identified:

- ▶ 356 homes.
- ▶ 159 vacant lots.

In terms of commercial development, the following current development is identified:

- ▶ Three marinas involving 440 slips.

- ▶ Three restaurants involving 305 seats.
- ▶ A bed and breakfast venue, involving nine rooms.
- ▶ A variety store.

Proposed development also includes the following:

- ▶ Forty-two adult lifestyle condominiums.
- ▶ 190 single family lot in two developments.
- ▶ 300 additional dining room seats in two developments plus a forty-room hotel.
- ▶ Sixty-five townhouse units.
- ▶ Twenty estate residential lots.
- ▶ An eighteen-hole golf course.

Future considerations also involve the doubling of the hotel rooms and two banquet and conference facilities.

The Blue Heron Golf Course would be located on a 200-acre parcel of land, which was formally a sod farm on County Road 39. Plans could involve an expansion to twenty-seven holes. A clubhouse is planned to support daily green fee players and tournament groups. Total investment is anticipated at \$3.5 million.

The material provided to the Consultants indicates that the potential tourism and recreational dimensions are enhanced by the boating tourism traffic that already exists in the area, which will be augmented by the proposed developments. The inclusion of a golf course and conference and banquet facilities, along with hotel rooms, will create a much stronger tourist destination within the Town.

The overall development model is a mixed adult lifestyle, tourism destination community building on the area's boat tourism strengths and assets, as well as the area's proximity to Highway 401 which offer relatively easy access to the sites.



.7 *Ice Track*

Ice Track is a development proposed by the Rosati Group to be located in the Town of Tecumseh on Manning Road at Highway 401. As Manning Road is the boundary between the Towns of Tecumseh and Lakeshore, this proposal, from the developers' perspective, has the potential to provide ice-related and other recreational services to a regional population.

The current proposal involves the following facilities:

- ▶ A 6,500 seat main arena.
- ▶ Three additional arenas, with all ice services being of NHL standard size.
- ▶ Primary tenants for the large facility have involved a potential AHL team. However, this has not been secured. A potential IHL or other team could also be considered.
- ▶ The proponents have offered to allocate the three community arenas, one each, to the Town of Essex, the Town of Lakeshore and the Town of Tecumseh. The Town of Tecumseh has expressed an interest in being a partner in the facility and would sustain ownership of ten acres on the site.
- ▶ Relocation of the Windsor Raceway and Slots to this venue is also planned.

The Ice Track component is part of a larger development that could house a hotel, conference facilities, retail outlets, restaurants and gas stations and related activities.

The overall development is focusing on the following priorities:

- ▶ A major spectator sports facility that would also have significant entertainment capabilities in terms of concerts, travelling productions / shows, etc.
- ▶ A community recreational venue.
- ▶ A tourism attraction / destination, involving gaming assets and amenities.

The overall site is 250 acres that will be abutted on the west by a 112-acre natural environment area and on the north by a fifty-five (55) acre Town of Tecumseh park.

By March 2007, the Town of Essex had opted to develop its own arena facilities within its community and likely will not undertake a role within the Ice Track Complex. Also, the AHL franchise has not been secured and no other primary tenant has been identified to date relative to

the use of the main arena. This is particularly concerning in light of the fact that the City of Windsor has initiated construction of a 6,500 seat main arena with associated community arena pads that will be the new home to the Windsor Spitfires Major Junior A hockey team who play within the Ontario Hockey League.

Several staff meetings have been held with representatives of Ice Track and the Consultants have had both telephone and an onsite meeting with project leadership. In early March of 2007, Ice Track presented some information to the Town on ice rates and related costs. Three development alternatives were identified:

- ▶ A dedicated ice pad paid for by the municipality who would also be responsible for a joint share of the operating costs.
- ▶ The Town guaranteeing the purchase of an identified number of hours at a fixed cost per hour with no capital or operating cost responsibilities.
- ▶ A potential hybrid model.

A proposal was submitted to the Town of Lakeshore from Ice Track, with the following key points:

- ▶ Track and Slots operations have received verbal approval for moving to the new site from the Province.
- ▶ The company continues to negotiate Ministry of Transportation and Ontario servicing issues relative to Highway 401.
- ▶ The company is exercising its option to purchase the Town of Tecumseh lands.
- ▶ The Company is foregoing its option on the lands adjacent to the 401, resulting in a smaller site.
- ▶ The company is offering the Town of Lakeshore the following ice package:
 - A dedicated single ice pad with 200 seats;
 - The Town guaranteed purchase of 2,800 hours at \$155 an hour for a total annualized cost of \$435,000;
 - The company would undertake the full operational costs of the arena.



The financial details on the viability of this package are of concern. The Consultants wrote letter to the Director of Community Services and Infrastructure in late November 2006 that outlined private arena experiences that municipalities across Southern Ontario have had over the last couple of years. Since that letter, the Dominion Twin Pads in Oakville has fallen into receivership.

Most private arenas require over \$220.00 an hour to sustain their operations relative to capital repayment and covering operating costs. Significantly more information would be needed on this proposal from Ice Track to ascertain the financial viability of this project in light of what other privately owned and operated arenas require in order to sustain themselves.

Another consideration related to the Ice Track facility, is that it is located at the far western end of the municipality and to the south. As a result, its servicing focus is regional versus local municipal. This site would be further away from the resident population of Lakeshore, particularly the higher density areas of Emeryville and Belle River, resulting in potentially more travel time for participants.

3.1.6 STAFF INPUT

.1 Introduction

Individual and small group meetings were held with Town management and Parks and Recreation staff to gather their input into the Community Services Master Plan. The following material reflects the key points of consideration that came forward.

.2 Senior Management

Five members of the senior management team were interviewed via one-on-one interviews. The following information provides a collective perspective to the key points identified:

Town Overview

- ▶ Lakeshore has experienced significant growth over the last number of years, though there has been some stabilization in recent months. Land is limited in Windsor, which is the economic generator for the area, particularly the automotive industry. Tecumseh, LaSalle and Lakeshore are communities with a strong growth orientation.
- ▶ The Town needs to prepare itself for a different type of future as growth continues either moderately or more strongly. That is why the Town is undertaking five major planning studies in order to form a basis for determining future investment priorities and alternatives.



- ▶ Roads, sewers, water and related “hard” infrastructure are priorities. However, quality of life considerations also need to be actively pursued and provided.
- ▶ The community is still evolving as an amalgamated body that moved from communities of under 12,000 individuals to a total community that has over 32,000 individuals. As a result, the community has various settlement perspectives that are unique to those areas, but also needs to operate on a large community perspective as it grows to be of a size similar to Chatham and Woodstock, and to be a community larger than St. Thomas.
- ▶ Balancing residential commuting to Windsor with employment opportunities and commercial development in Lakeshore is important for the property tax base and the long-term well-being of the community.
- ▶ The community has significant assets in terms of its thirty-five (35) kilometres of waterfront on Lake St. Clair, the river corridors, large tracts of natural areas and other lands.
- ▶ The community’s mix of residential, agricultural and open space lands, along with its waterfront, is unique and gives significant character, diversity and potential to the community.
- ▶ The community is well-serviced relative to transportation with the Highway 401 corridor running directly through the community on an east and west axis, as well as with two rail lines, one for freight and one for passenger service, though the latter does not currently stop in the community. Also, proximity to the Windsor Regional Airport is only a twenty minutes drive time.
- ▶ The Town is receiving a significant number of proposals for commercial and industrial development, private sector arenas, joint use initiatives with neighbouring municipalities and other activities that reflect the growing nature and complexity of the regional service area.
- ▶ The Belle River Business Improvement Area (BIA) is doubling in area and continues to encourage new investment.
- ▶ The Town has the lowest property tax rate in the County, which is a strong advantage for attracting residents and investment to the community.

- ▶ A need for a community centre / Town centre has been evolving over the last number of years through various planning processes in order to give a stronger identity and centre / focal point to Lakeshore.

Leisure Service

- ▶ Recreation and leisure services have been developed over the years for smaller community nodes and have not evolved to a level that would generally be seen in a community of 30,000 plus residents.
- ▶ Some significant recreational developments have occurred relative to the expansion of Lakeview Park a number of years ago, the opening of the Lakeshore soccer facility and the development of an enlarging trail system in the community.
- ▶ The opening of the new water filtration plant will create some open space on Lake St. Clair by Lakeview Park and will reduce some of the water quality issues in that area.
- ▶ The Town's relationships with community groups are highly variable in terms of roles and responsibilities. There tends to be a lack of structure, focus, principles, and to a certain extent, fairness and equity amongst how the Town and the various leisure service providers interact and deliver services across the community.
- ▶ A sense from the consultation program for this Master Plan, as well as from the Official Plan and the Community Strategic Plan, of a growing interest in a multi-use community complex, possibly with an indoor pool.
- ▶ Strong recognition that soccer is a growing sport with increasing levels of both youth and adult population. Future capacity needs will have to be addressed.
- ▶ A sense that the cultural dimensions of the community are underdeveloped. Though there are three museums, there is limited visitation and marketing. As well, the other creative arts areas do not have a strong presence within the community.
- ▶ A widely held belief that Lakeview Park is a unique asset and needs special consideration in order to enhance its potential to be a regional tourist destination, as well as to enhance its financial performance.



- ▶ No waterfront plan or strategy exists within the community that effectively deals with public access, use of closed rights-of-way and assesses the overall potential of the waterfront in supporting life in Lakeshore.
- ▶ Further development in the community is being constrained by the long-term need for sewage plant expansion and other infrastructure capacity needs. It is noted that expansion of the sewage plant could impact the future of Arena Park's viability. At a minimum, such an expansion would absorb the baseball diamonds and parklands. At a maximum, it could require the relocation of the current two-pad arena. Decisions in regards to these strategies probably lie before the municipality over the next five to ten years with actual construction sometime thereafter.
- ▶ Concern was expressed in regards to the quality of the parks and open space and their related facilities, and the high variability of standards amongst the various outdoor venues.
- ▶ The Maidstone Landfill Site was cited by a number of individuals as a large land resource that exists within the community. Now that it is closed, what are the opportunities to utilize it or to bring value to that site during its post-closure life?
- ▶ There have been discussions with Via Rail that it indicated could close the most northerly rail line and potentially utilize the CNR line to the south. If such a situation were to evolve, this would provide a long linear corridor through the complete Town that would have significant viability for an arterial trail route that could act as a trail system spine connecting to the whole community.
- ▶ The marina at Lakeview Park is leased from the federal government at a cost of \$40,000 to \$50,000 a year. If it could be purchased at a reasonable price, there would be cost savings and the ability to undertake improvements that would support a more feasible business model.
- ▶ If tourism development is to be a priority within the community, it will need an anchor in order to develop a regional scale for Southwestern Ontario. Lakeview Park and its waterfront are the only probable assets that would likely have this potential from a public investment perspective.
- ▶ Federal government property does exist on the west side of the Belle River entering Lakeview Park. There are also some additional houses on that side that could be

purchased. Some nine houses exist between Lakeview Park and the new water treatment facility. Waterfront properties generally run approximately \$1,000 a linear foot. The basis for a larger park / waterfront asset exists to support a tourism initiative.

- ▶ Currently, the Town does not offer any reservation or permitting system for its facilities except for the arenas, community centre and pavilions. Increasing requests are being made for both in-municipal and out-of-municipal groups to utilize sports fields and other facilities. As with larger communities, a permitting / reservation system may have to be developed over the next number of years.
- ▶ The Town has introduced standards in new subdivision developments for trails and sidewalks, which will form the basis over the long term for alternate transportation capacity and a trail system. Requests for pathways along County Road 27 and 31 have been increasing, however, costs are a consideration.
- ▶ Site servicing availability will influence where future indoor recreation facilities could go. A stub line is being constructed to service the Lakeshore Soccer Complex.
- ▶ Wallace Woods has been identified by various sources as a possible Town Centre area and would have the servicing capacity to address that role and function.

.3 Planning, Strategic and Operating Staff

Five Town staff involved with strategic and land use planning and the delivery of parks and leisure services participated in these individual interviews.

Strengths of Leisure Services

- ▶ Lakeshore Park, related to its location, scope and potential range of activities.
- ▶ A number of the smaller parks throughout the community which provide good service to their local areas.
- ▶ The marinas in the community.
- ▶ The volunteers and their extensive involvement and contributions.
- ▶ Some effective leases in regards to operating parks, such as Optimist Park, though some standardization is needed.

- ▶ The potential of working with the Essex Region Conservation Authority on trails, waterfront development and related areas.
- ▶ Lakeshore has significant natural assets in terms of its rivers, the waterfront and related components, which can result in canoe trails and other unique opportunities.
- ▶ Cultural services are available with a lot of small activity groups, but there is no central facility.

Concerns / Issues / Weaknesses with Leisure Services

- ▶ Potential underutilization of key resources such as the waterfront.
- ▶ Concerns over whether the youth and seniors are served adequately.
- ▶ Community may not be accessing the range of grants that might be available.
- ▶ Bicycle usage can be dangerous on some streets / roads.
- ▶ Concern over some teens' behaviour and vandalism with no activities for them to undertake.
- ▶ Lack of connection across County Road 22 into the rural areas creates segmentation within the community.
- ▶ What is the most effective use for some of the smaller buildings owned by the municipality throughout the community?
- ▶ A need for a Master Trail Strategy and Plan exists for this highly valued resource.
- ▶ Increasing requests for aquatic opportunities, as residents have to travel to Essex or into Windsor.
- ▶ High growth areas will need facilities and services, such as in Woodslee, Wallace Woods and the Maidstone area.
- ▶ Loss of the ash trees will create some deforestation in an area that has a very limited tree canopy.



Future Opportunities

- ▶ Developing partnerships, such as with the YMCA in regards to health and fitness activities in the community.
- ▶ Parks standards, classification system and an effective distribution strategy, especially in newly developing areas.
- ▶ Development of a Master Trail System for bicyclists, walkers, hikers and others.
- ▶ Creating a stronger Lakeshore identity and sense of community while preserving the richness of the local heritages.
- ▶ Increasing the number of special events, such as Bass Derbies and other activities that will both give the community a greater identity and bring people together.
- ▶ Developing strategies to overcome the rural / urban divide that affects the community.
- ▶ Galvanizing and developing volunteer capacity within the community.
- ▶ Moving towards a more green perspective in everything the community undertakes.
- ▶ Invest in land acquisitions ahead of time to secure key areas.
- ▶ Improve the balancing of park development with stages of residential development.
- ▶ Developing a multi-use facility that brings various activities together and enhances both cost economies and user satisfaction.
- ▶ Developing the waterfront to realize its tourism potential, to conserve the waterfront and to increase access for residents.
- ▶ Development of a Via Rail Station that would increase access to the area and to tourism resources.
- ▶ Securing the current Via Rail line for a future trail system corridor.

.4 Service Delivery Staff

Four staff involved with the direct delivery of leisure and parks services were interviewed to secure their input to the Master Plan.



Strengths of Leisure Services

- ▶ The waterfront, marina and open space areas.
- ▶ The trail system.
- ▶ The volunteer groups and their capacities and commitment.
- ▶ The range of services available to residents.
- ▶ The services available for children, particularly 8 to 12 years of age.
- ▶ The special events and after school activities.
- ▶ The formation of a Youth Council.
- ▶ Some of the programs have had good success in terms of summer programs, Tai Chi, walking clubs and other programs.

Concerns / Issues / Weaknesses with Leisure Services

- ▶ A lack of Reciprocal Agreements with the School Boards.
- ▶ The lack of a sustainable reservation and allocation policy, procedures and systems.
- ▶ Department needs clearer directions and strategic priorities identified and focused on.
- ▶ A number of the facilities are aging and will require replacement or reinvestment.
- ▶ Access to gymnasium time is too limited.
- ▶ Improved marketing and communications is key to attracting more participation and creating greater value for the Town's investments.
- ▶ Servicing all the small communities and trying to be fair and equitable in program delivery is a significant challenge.
- ▶ Additional recreation capacity is required for ice, indoor sports and other activities.
- ▶ The marina has had declining revenues and utilization as a result of increased security, the price of gas and other non-controllable issues. The marina also does

not have the range of ancillary and complimentary features that other venues have in order to be competitive.

Future Opportunities

- ▶ A multi-use complex that could consider an indoor pool, twin pad arena, branch library, community centre, seniors centre, early years' facilities and other supports.
- ▶ Enhanced marina facilities in order to position this operation more successfully in this market.
- ▶ Increased and more creative and effective marketing that is non-standard and reflective of the changes in municipal recreational markets.
- ▶ Increased trail system development.
- ▶ Potential partnerships with Leamington, the Windsor YMCA and others to bring services to the community or to facilitate access to services.
- ▶ Introduction of the CLASS or a related allocation / permitting system.
- ▶ The improved maintenance of facilities and parks.
- ▶ Enhanced cultural resources and programming.
- ▶ A facility supporting indoor soccer in the future.
- ▶ Program development for ringette, lacrosse, youth basketball and other active youth services.

.5 Project Steering Committee

A Project Steering Committee was established for the Community Services Master Plan. The following material represents the input of five members of that Committee, which involved both staff and community members.

- ▶ Development of the waterfront should be considered a priority, with the expansion of the land base to the east and the west.



- ▶ Concerns relative to stabilization of growth due to the downturn of the auto economy. This could result in reduced opportunities to develop recreation and leisure facilities and services.
- ▶ Trails should be examined and developed as a key contribution to the community.
- ▶ Ensuring balanced service delivery amongst all areas of the community needs to be a key principle.
- ▶ A multi-use facility could be considered, particularly if the current Arena Park ball fields and overall open space lands were to be required for an expanded sewage treatment plant.

.6 Municipal Council

Eight members of the new Municipal Council met with the Consultants to provide their input.

Strengths of the Leisure Services

- ▶ The parks and open space resources available throughout the community.
- ▶ The arena that services skating, hockey and other ice and dry land uses.
- ▶ The trails and walking paths.
- ▶ The community centres in the smaller settlement areas that provide good community identification and programs.
- ▶ The shoreline and water courses across the community.
- ▶ The Lakeshore Soccer Complex.

Concerns / Issues / Weaknesses with Leisure Services

- ▶ The arena is not a hub to the community it has little figure skating and is not a focal point.
- ▶ There is a lack of cultural services at a serious level.
- ▶ There is no central focal point for the overall community.



- ▶ Users drift to Essex, Leamington, Tilbury and Tecumseh. They do not look at Lakeshore as their community. Community affinity in some areas is too limited.
- ▶ Many areas feel that they are forgotten and have high expectations in terms of services that they should have. They do not recognize that the municipality can no longer plan in isolation, but needs to look at the whole community.
- ▶ Facility and park maintenance is not at a level it needs to be.
- ▶ The community has so many multiple identities with postal codes, road alignments, histories, etc. which makes service delivery challenging.
- ▶ Each area of the community does need some type of recreation centre to support local activities, which could involve the recycling of existing buildings.
- ▶ Need beach cleanup in some areas to effectively utilize this important resource.
- ▶ The marina needs to have a stronger fiscal outcome.

Future Priorities for Leisure Services

- ▶ More events, potentially one every week in the summertime, and greater flexibility in terms of the marina.
- ▶ Expanding Lakeview Park could be considered over the long term, but costs are a major constraint, as is parking. Beach cleanup should be the first investment priority.
- ▶ Development of Russome Shore along with the Conservation Authority should be considered, as well as Tremblay Beach.
- ▶ A priority should be to fix up what we have first before new development occurs.
- ▶ Affordability to the municipality will be a key consideration in any investment decisions. Practical solutions are needed.
- ▶ The Puce School venue could be considered as an interim recreational centre, however, it is recognized that it does have maintenance, renewal and other issues, as well as alternate private sector interest uses.



- ▶ If additional arena facilities are needed, only one ice pad should be developed and then others could be added later.
- ▶ Development of the waterfront should examine what is happening in Leamington, Essex, Tilbury and Tecumseh in order to facilitate access points, support natural areas, create anchors and determine appropriate, long-term investments.

.7 Municipal Strategic Plan Input

As part of the input to the Municipal Strategic Plan undertaken in the fall of 2006 and the winter and spring of 2007, a series of consultation initiatives were completed. Some of the information gleaned from these sources can contribute to the development of the Community Services Master Plan.

Student Surveys

Some 437 surveys were completed by students living within the Town of Lakeshore. The key considerations that emerged were as follows:

- ▶ 56% of student respondents indicated that their impression of Lakeshore was positive, while 31% indicated it neither negative nor positive.
- ▶ 50% of the students indicated that the overall quality of life in the Town had improved moderately over the last three years, while 7% said that it had worsened.
- ▶ Students tended to indicate recreational activities were a bigger priority than the general population's focus, which was on traffic congestion and taxes.
- ▶ 51% of respondents indicated that Lakeshore could be a better place to live if there were improvements to the recreational amenities.

From a youth perspective, greater emphasis was placed on recreation services and the improvement of these services in terms of availability and accessibility than by the general population. The waterfront was identified as one of the most significant recreational opportunities for the Town.

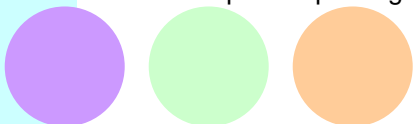


A youth focus group also was part of the strategic planning process. Some of the key considerations from this session emerged as follows:

- ▶ The beach was identified as one of the most significant features of the community, as were well-organized sports teams, the splash pad, movie theatre and the talented performing artists at the local theatre.
- ▶ In regards to weaknesses, the youth focus group identified the lack of activities other than hockey, no significant recreation centre, no teen centre, limited opportunities for arts and culture, needed improvements at the beach and a general lack of organized activities for youth.
- ▶ In describing a youth centre, the participants in the youth focus group identified the following characteristic / features:
 - A four-pad ice surface;
 - Indoor pool;
 - Indoor running track;
 - All-purpose play courts;
 - Outdoor basketball and tennis courts;
 - Volleyball courts;
 - Library.

The main issues identified by the teens as needed to make Lakeshore a better place to live were:

- ▶ Improved beach and recreational facilities.
- ▶ Improved tourist attractions, including on Main Street.
- ▶ Providing youth a place to congregate and participate in sports activities.
- ▶ Improved transit service.
- ▶ Improved parking in the Downtown area.



- ▶ Encourage improved medical facilities and services in Town.

.8 Community Strategic Plan Input

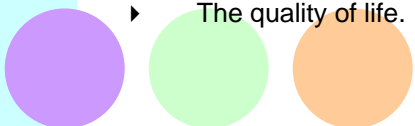
In January 2007, the Community Profile Consultation Summary was published for the Community Strategic Plan for the Town of Lakeshore. In addition to the youth focus group and survey information, a consolidated perspective on consultation results were provided, involving focus group meetings and a summary of the public consultation sessions. The following information represents the key themes that emerged from these sessions related to the development and delivery of community services.

Why is Lakeshore a Good Place to Live?

- ▶ Friendly community.
- ▶ A rural landscape with a rich history.
- ▶ A range of people from different ethnic, cultural and social backgrounds.
- ▶ The beaches on Lake St. Clair.
- ▶ Good education facilities.
- ▶ Trees in urban areas.
- ▶ Open space and green areas.

Strengths

- ▶ Small town / know your neighbour.
- ▶ Community involvement and respect for others.
- ▶ Unique and distinctive lake, waterway and environmental areas.
- ▶ Culture of participation and volunteerism.
- ▶ An environment that provides natural and recreation opportunities.
- ▶ Well organized sports teams.
- ▶ The quality of life.



- ▶ Walking paths and trails.

Weaknesses

- ▶ No sense of a Lakeshore identity.
- ▶ No indoor swimming pool.
- ▶ No well-defined trails.
- ▶ Limited availability of services in the rural area.
- ▶ No significant recreation centre and a lack of recreation opportunities for children and youth.
- ▶ A lack of a public waterfront.

Opportunities

- ▶ The need to promote the community.
- ▶ New staff required to assist with arts, culture and heritage.
- ▶ Maximize and promote the Community Partnership Fund.
- ▶ Develop and promote a heritage centre.
- ▶ Develop a recreation centre.
- ▶ Develop public waterfront park spaces and access.

Threats

- ▶ Lack of a Lakeshore identity and Town centre, resulting in a lack of community cohesion.
- ▶ Shifting demographics and a potential economic downturn in the economy.
- ▶ Not managing growth on a planned basis.



Key Elements of Success

- ▶ Place(s) for young people.
- ▶ Accessible / services to pursue leisure and indoor recreation facilities.
- ▶ Post-secondary education branch campuses.
- ▶ Preserving the character of the natural environment.
- ▶ Reuse of old municipal buildings.

Beyond these sessions, a community survey was completed. Surveys were sent out to all households and were provided to the local high school. The following results are identified:

- ▶ 75% of the general population had a positive or neutral perspective about the community, only 13% had a negative view.
- ▶ 64% of the population identified that the quality of life had either improved moderately or was approximately the same as three years ago.
- ▶ 58.8% of the respondents indicated the community needed moderate changes, while 30% needed major changes, indicating that change was expected by the population.
- ▶ 23.7% identified proximity to the rivers and lake, and 14.7% identified Lakeshore Park as things they liked about the community, ranking second and third respectively.
- ▶ Not enough recreational facilities were identified as one of the least liked things about Lakeshore by 22.7% of the population.
- ▶ The top three issues facing Lakeshore were infrastructure upgrading, traffic congestion and planning growth.
- ▶ In terms of making Lakeshore a better place to live, recreation amenities was ranked second, identified by 39.8% of the public and 51% of students.
- ▶ Relative to identifying only having three priorities, recreation amenities ranked second with 30.3% public support.



.9 Interviews

Anonymous Public Brief

- ▶ The resident has been in the Town of Belle River for approximately ten years;
- ▶ Comments are provided with respect to a poor road system;
- ▶ There is a need for an indoor pool similar to the one in Leamington with a pool and twin-pad arena centrally located so that you can walk to this location. It should have a pool, gymnasium, weight room, exercise rooms, racquetball, squash courts and running trail;
- ▶ With respect to tourism it would be important to have a small hotel and have the municipality operate fishing tournaments;
- ▶ We need walking, hiking, biking trails badly with one possibility using excess lands on the railway right-of-ways;
- ▶ The Municipality should provide larger amounts of green zones to improve the water table and beautify the township including hiking and biking trails.

.10 Public Meetings

Public Responses Submitted at the September 18 2006 Open House at the Knights of Columbus Hall in Belle River

- ▶ Windsor County Health Unit, requested updates with respect to physical activities, pathways, recreation centres, bike lanes, etc.;
- ▶ Cove Marina indicated interests with Lower Thames Valley Conservation Authority to open and operate the lighthouse for public use including a small museum and signage from the 401 to the lighthouse;
- ▶ Purchase waterfront property for public access and use;
- ▶ Lise Lalibertè: encourage of the use of the British model for a leisure centre where the large recreation facilities have a broad range of recreation services.



Public Open House ~ January 30, 2007

As part of the public participation process a meeting was held to introduce the Master Plan to the residents of the Town of Lakeshore. Notice of the meeting was published in local newspapers and held at the St. Simon St. Judes Parish Hall in Belle River on January 30, 2007. After a short presentation by the Consultants approximately 40 people joined working tables to discuss the strengths, challenges, opportunities and priorities for the Community Services Master Plan. Each table wrote responses on flipcharts and then shared their comments with everyone at the public meeting. The full responses at the public meeting are found in the Appendix: Summary of Public Meeting. The following summarizes the public meeting participants' responses to the pre-determined questions.

What are the strengths and positive characteristics of the community services and facilities, tourism activities and heritage features available within the Town of Lakeshore?

- ▶ Lakeshore community services provides outreach services across the municipality;
- ▶ Lakeview Park and the splash pad are assets to the area;
- ▶ There is a diversity of community groups and volunteers in the municipality. The access to the Lake, marinas and excellent fishing provide opportunities for fishing tournaments;
- ▶ There is significant history in the municipality with the Black History Museum, the Underground Railway Museum which can be further expanded to first settlers in the area;
- ▶ The soccer park is a very good facility with opportunities to improve development;
- ▶ Each of the small communities still exist and provide local identity.

What challenges, concerns and issues exist with respect to the delivery of community services and facilities, tourism activity and heritage features in the Town of Lakeshore?

- ▶ Challenge of a municipal identity;
- ▶ Absence of accommodations to attract major tournaments;
- ▶ Maintaining interest and involvement of volunteer coaches and managers for various leagues;

- ▶ The geographical size of Lakeshore makes it difficult to get all community members in one place;
- ▶ Lack of development at Tremblay Beach, owned by ERCA;
- ▶ The need for a full time recreation developed director to promote the marina;
- ▶ The need to provide services and programming for an aging population.

Over the next five plus years, what are the key changes, opportunities and priorities with community services and facilities, tourism activities and heritage features in the Town of Lakeshore?

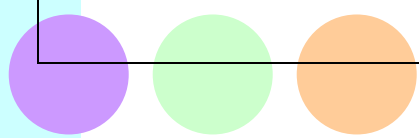
- ▶ Build a multi-use complex;
- ▶ Extended programming, cooperation between the Town and directory of services organizations and volunteer groups throughout the Town;
- ▶ Develop a strategy for more winter activities;
- ▶ Youth council would be beneficial in getting them involved;
- ▶ Provide opportunities to coordinate between organizations;
- ▶ Create a local summer theatre and new community centre.

The following table identifies participants who were invited to focus group sessions on two occasions, but did not to attend.

LIST OF FOCUS GROUP NON-PARTICIPANT INVITEES	
TYPE	NAME
RURAL	Belle River Horticultural Society Essex County 4-H Association
INTEREST GROUP	Belle River Senior Fun Band Boarder City Cloggers, Belle River Chez Nous Retirement Lodge Club L'Age D'Or Club Richelieu Good Neighbours Club La Chaumier Nursing Home Lakeshore Sunset Club Oak Park Lakeshore Woodslee Friendship Club
CONSERVATION AUTHORITY	Lower Thames River Conservation



LIST OF FOCUS GROUP NON-PARTICIPANT INVITEES	
TYPE	NAME
SCHOOL BOARDS	Conseil Scholaire de District Des Écoles Catholiques
NON-PROFIT ORGNIZATIONS	Belle River Rotary Club Comber Optimist Club Knights of Columbus: Belle River K Celles Branch #2775 Branch #9226 Stoney Point Branch #8783 Woodslee Branch Lions Club: Belle River Lighthouse Cove Royal Canadian Legion: Branch #241 Branch #399 Branch #206 Ladies Auxiliary St John Baptiste Club Women's Groups: Belle River Catholic Women's League Catholic Women's League Stoney Point and St. Joachim St. John The Evangelist Catholic Women's League, Woodslee St. Williams Women's Auxiliary Stoney Point Squirettes Visitation Parish Catholic Women's League
NATURALISTS	Ducks Unlimited Canada Essex County Field Naturalist Club Essex County Stewardship Network Friends of Woodslee Friends of Belle River Nature Conservancy of Canada – Ontario Region
CHILDRENS' CLUBS	Belle River Boy Scouts Comber Brownies Comber Guides Comber District Boy Scouts Woodslee Girl Guides Woodslee Cubs
SPORTS	Baseball: Belle River Minor Baseball Association Belle River Men's League (Slow-Pitch) Belle River Mixed League (Slow-Pitch) Adult Baseball / Slow-pitch Football: Belle River Minor Football Association Hockey: Belle River Intermediate Men's Hockey League Belle River Good Timers Hockey Lakeshore Women's Hockey League



LIST OF FOCUS GROUP NON-PARTICIPANT INVITEES	
TYPE	NAME
	Wednesday Night Men’s Hockey Soccer: Belle River Over 30’s Soccer Club Belle River Men’s Soccer Club Belle River Women’s Soccer Club Caboto Soccer Club North Shore Soccer Club Stoney Point Minor Soccer Association Miscellaneous: Energy Busters & Kirsten’s Dance Art St. Joachim Athletic Association St. Joachim Family Fitness Stoney Point Sportsman’s Club Taoist Tai Chi Belle River Woodslee Athletic Association
MARINAS	Belle River Municipal Cove Deerbrook Luken Puce River Harbour Radlins Rochester Place
CAMPGROUNDS	Rochester Place Mature St. Clair Shores
GOLF COURSES	Rochester Place Tecumseh The Village Green Woodland Hills

3.2 Heritage, Arts and Culture

3.2.1 INTRODUCTION

In September 2006, Vilnis Design Works was contracted by IBI Group to develop a Heritage, Arts and Culture Master Plan for the Town of Lakeshore. The rapidly changing demographics and pressures of growth for this recently created (1999) municipality require an inventory of existing heritage, arts and cultural organizations, features and governance in order to develop a plan to raise awareness of cultural features and opportunities, prevent loss of heritage sites, recommend partnership opportunities, and develop optimum governance models for stakeholder organizations.

This report comprises the first phase of the master plan development: the inventory and analysis of heritage, arts and cultural resources in the Town of Lakeshore. References consulted for this section are contained in [Appendix D.5](#).



3.2.2 METHODOLOGY

.1 *Documents Review*

A review of documents pertaining to the prehistory and history of the Town of Lakeshore area was undertaken. The following types of documents, grouped according to subject area, included:

- ▶ Local History
 - Primary and secondary documents (histories, maps, images, cemetery transcripts) related to the history of existing and former villages, towns, townships, communities, parishes, populations, and land use in the Town of Lakeshore, Essex County and Windsor
 - Published and unpublished archaeological information covering the Town of Lakeshore and Essex County;
- ▶ Demographic Studies
 - Studies, surveys, and statistics related to the cultural, economic, social and demographic features and initiatives of the Town of Lakeshore;
- ▶ Municipal Policies and Studies
 - Town of Lakeshore municipal documents including the 2007 Draft Official Plan and commissioned architectural studies of local churches;
- ▶ Local Database Inventories of Heritage, Arts and Cultural Resources
 - On-line database lists and web sites related to heritage, arts, and cultural societies and organizations in the Town of Lakeshore and Essex County;
- ▶ Federal and Provincial Framework
 - Federal and provincial information, published on-line and in printed form, concerning heritage database information, and policy and funding programs related to heritage, arts and culture in Ontario.

References to these documents and on-line web sites are given throughout this report. A complete list of references is given at the end of this report.



.2 Focus Groups

Focus groups were arranged, using addresses and phone numbers provided by the Town of Lakeshore and the Windsor-Essex Community Information Database. They included:

- Individuals with a general interest in heritage, arts and culture in the Town of Lakeshore on December 13; No attendees were recorded.
- Representatives of local museums and historical societies on December 14. One attendee was recorded and interviewed. This information is attached as [Appendix A.5](#).
- Representatives of local French heritage groups on December 14. Three attendees were recorded and interviewed. This information is attached as [Appendix A.4](#).

.3 Site Visits

Site visits and interviews were conducted with the following:

- ▶ ***The Maidstone Bicentennial Museum and Maidstone Area Historical Society:*** A site visit was made to the museum on December 13, 2006. Victoria Beaulieu, Director, and Kirk Waldstedt, Chair, of the Museum Board were interviewed during this visit.
- ▶ ***The Comber and District Historical Society Museum:*** A site visit was made to the museum on December 13, 2006. Ralph Mellow, President of the Comber and District Historical Society was interviewed during this visit.
- ▶ ***The John Freeman Walls Historical Site and Underground Railroad Museum:*** A site visit was made to the museum on February 21, 2007. Dr. Bryan Walls, Founder and President of the museum was interviewed at that time.
- ▶ ***The Société Franco-Ontarienne d'Histoire et Généalogie, Régionale Windsor-Essex, Belle River:*** A site visit was made to Société headquarters on February 22, 2007. Claire Grondin, President, Juliette St. Pierre, Secretary, and Jacqueline Denis, Board member, of the Société Franco-Ontarienne d'Histoire et Généalogie, Régionale Windsor-Essex were interviewed at that time.



- ▶ **Country Airs Harp Camp, Woodslee:** A site visit was made to the camp at the home of musician and harp therapist, Anita Leschied on February 22. Ms. Leschied was interviewed at that time.
- ▶ **The Space:** A site visit was made to The Space performing arts school on February 22, 2007. Karen Mossman, founder and Executive Director, and Jeremy Mossman, founder and Artistic Director were interviewed at that time.

.4 *Heritage Surveys*

Four days of “windshield” surveys of local heritage features (buildings, transportation arteries, natural history sites, landscapes, settlement areas) were conducted and documented. Guided by local history research and discussions with local historians and residents, significant sites were located, mapped and inventoried. Two surveys were conducted in the company of knowledgeable local residents. Inventories and maps are attached as [Appendices D.2 and D.3](#).

3.2.3 HERITAGE, ARTS, AND CULTURE INVENTORY OF THE TOWN OF LAKESHORE

.1 *Town of Lakeshore Administrative Framework*

- ▶ **Responsibility for Heritage, Arts Culture:** Responsibility for heritage, arts and culture for the Town of Lakeshore are assigned as follows: heritage is the responsibility of the Director of Corporate Services, while arts and culture are under the auspices of the Recreation Division of the Community & Development Services Department.
- ▶ **Town of Lakeshore Official Plan:** As a newly formed municipality, the Town has, until recently, been guided in its decision-making process related to heritage, arts and culture by the official plans developed for the former Townships of Maidstone, Rochester and North and West Tilbury, and the official plan for Essex County. In March 2007, a draft Official Plan has been developed for the Town includes policies on built heritage, cultural heritage and archaeological resources with the assistance of consultants Marshall, Macklin, Monaghan. The Plan, which has not as yet been approved by Council.
- ▶ **Town of Lakeshore Municipal Heritage Committee:** Under Section 28 of the Ontario Heritage Act, the Town of Lakeshore has created a Municipal Heritage Committee, composed of seven members, one from each ward. The Committee’s Terms of Reference are attached as [Appendix D.1](#). This Act specifies that the

conservation of historically and architecturally significant properties is primarily a municipal responsibility,

As an advisory committee of Council, the Committee is empowered to:

- ▶ Designate individual heritage properties
- ▶ Designate districts or areas
- ▶ Issue or refuse to issue permits to alter or demolish a heritage designated property
- ▶ Repeal heritage designation by-laws
- ▶ Purchase or lease individually heritage designated properties
- ▶ Expropriate heritage designated properties
- ▶ Provide grants and loans to heritage designated property owners
- ▶ Enter into easements and covenants with property owners
- ▶ Prosecute property owners for failure to comply with a Heritage Designation By-law

Since of Feb. 28,2007 the Committee has met once.

▶ **Town of Lakeshore Commemorative Programs:**

The Town of Lakeshore administers two commemorative programs:

- Commemorative Bench Program which allows individuals to purchase space on park benches as a tribute to the memory of a special person or event;
- Commemorative Tree Program which allows individual to purchase a planted tree as a tribute to the memory of a special person or event.

Through its Facilities Division, the Town of Lakeshore maintains park areas where cenotaphs and monuments are placed.



.2 *Town of Lakeshore Heritage Groups*

Comber and District Historical Society

The Comber and District Historical Society owns and operates the Comber and District Historical Society Museum. This museum is housed in the former Maple Grove School Sec. No. 8 (1894 elementary school) brick building, located at 10405 Main Street (Hwy. 77), south of the village of Comber.

- ▶ ***History*** : The Historical Society began operating in 1965, founded by local farmers in the former Township of Tilbury West. The museum was officially opened as a Centennial project in 1967. The Society's Letters Patent for incorporation were filed in 1997.

According to the Ministry of Culture Museum Advisor, John Carter, the museum was originally operated by Township of Tilbury West and received some provincial funding. When the Society was unable to meet the Community Museum Operating Grant Standards (developed in 1981), provincial funding was withdrawn.

- ▶ ***Mandate / Statement of Purpose***¹ : To preserve the historical heritage of the Comber area by:
 - Maintaining and preserving the Comber and District Historical Museum and Memorial Forest.
 - Conducting and promoting educational and historical research with a view to make any historical findings available for the benefit of the general public.
 - Studying, restoring, maintaining and displaying artifacts pertaining to the founding and development of the Comber area.
 - Providing educational programs to increase the public's awareness of the usefulness of the Comber and District Historical Museum.
- ▶ ***Governance and Membership***: The Society is governed by a board of six directors. Paid membership stands at about 130.
- ▶ ***Operations – Funding***: Since 1981, the Society has depended upon a yearly stipend of \$10,000 to run the museum. This funding was originally administered by



the Township of Tilbury West, and later by the Town of Lakeshore. In 2007, this stipend ends, leaving the future of the museum in jeopardy.

In 2000, the Society applied for and received a \$25,000 Trillium grant to repair the exterior of the museum building.

- ▶ **Operations – Staffing:** The museum is run primarily by volunteers. A curator and summer students are hired seasonally from May 24 until Thanksgiving when the museum is open to the public.
- ▶ **Operations – Facilities:** The museum site occupies approximately 0.6 hectares of land containing the building and a Memorial Forest maintained by Lower Thames Conservation Authority. The museum building has no heat, air conditioning or storage facilities. An addition was built in 1967.
- ▶ **Operations – Collection:** The size and documentation of the collection is unknown. All of the collections appears to be on display in a visible storage manner, is unknown. The collection appears to be extensive and heavily oriented towards the area's agricultural and social history. It consists of documents, books, photographs, framed art, prehistoric objects, costume and textiles, domestic objects, and trade and agricultural items. Outstanding items include complete examples of large wooden agricultural machinery.

Although the Letters Patent restrict the Society's mandate to the Comber area, indiscriminate collecting is practiced. One instance cited as an example of this, concerns a German war helmet that was left by a passing motorist and accepted by the Society into the museum's collection. As all items are on display in a visible storage manner in three rooms of the museum building. Theft is a problem.

- ▶ **Operations – Public Programs:** The Museum is promoted through a web site and posters, and holds three yearly special events including a farm hike, a church service and a police association motorcycle ride. The Society also co-hosts dinners with the Rebekah Lodge in Comber for fundraising.

¹ Comber and District Historical Society Letters Patent, 1997, on file at the Comber and District Historical Society Museum.

Attendance numbers are not kept, although attendance is estimated at about 700 annually.

- ▶ **Collaboration/Partnership:** The Museum is represented as a member of the Southwestern Ontario Heritage Council (SOHC), a regional group comprising about 47 museums, archives and heritage groups from Essex County. Some Museum members also carry dual membership with groups on this list.

Apart from special events collaboration with community groups for fundraising, the Museum does not actively or regularly work with other museums or heritage/culture groups in Lakeshore.

- ▶ **Future Plans:** The museum is experiencing a significant decline in interest—a situation that is attributed to the fact that the membership and board are composed mostly of elderly members who are unable to maintain the collection and the museum's programs. The decline of interest in the museum and the historical society is also attributed to the changing nature of the Lakeshore population. These populations were not raised in the rural community and do not have the same interest as current numbers. This change is also seen as driving the closing of churches, both Roman Catholic and United, in the area. The allocation and disposal of objects from these churches is seen as an important issue by the local community.²

The withdrawal of the museum's annual funding stipend in 2007 is a disquieting issue for Society members, leaving the Museum's future in doubt.

John Freeman Walls Historical Site & Underground RR Museum

The museum is located at 859 Puce Road (County Road 25). It occupies 16 acres of original Walls family acreage, and within the original block of land purchased by the Refugee Home Society in the mid-19th century to provide land for Black refugees from slavery in the United States,

- ▶ **The John Freeman Walls Historical Site & Underground RR Museum** was founded ca. 1976 by Dr. Bryan Walls and his family. It is owned and operated by Proverbs Heritage Organization, a charitable non-profit organization founded in 1979.
- ▶ **Mandate/Statement of Purpose:** The mission of the Proverbs Heritage Organization is to use history and personal family struggles in an innovative and

² Interview and site visit with Ralph Mellow, President, Comber and District Historical Society, December 13, 2007.

creative way to celebrate diversity and promote “Mutual Respect” in our communities.³

- ▶ **Governance and Membership:** The Museum is governed by Proverbs Heritage Organization, a federally registered charitable non-profit organization founded in 1979.
- ▶ **Operations – Funding:** Total operational budget is unknown. Funding for the site is raised from admissions, donations and the work of the Proverbs Heritage Organization. In the past, the museum has received a \$10,000 matching grant from the Town of Lakeshore’s Community Partnership Fund to repair building roofs, as well as a \$2500 festival grant. The museum has also received provincial funds for building repairs.

The museum is not part of the provincial Community Museum Operating Grants program.

- ▶ **Operations – Staffing:** There are no paid year-round staff. A volunteer group of 105, including Walls family members, assist with operations. Summer students are hired seasonally. The museum is open seasonally and by appointment.
- ▶ **Operations – Facilities and Collection:** The Museum site contains five historic log cabins, including the original Walls family cabin (early 19th century), and a 1798 French-built cabin from the southwestern area of Essex County. The historic Walls family cemetery is also located on site.

The land and buildings are considered to be the most important parts of the museum's collection. As the buildings are unheated, moveable objects are moved for storage offsite during the winter.

- ▶ **Operations – Public Programs:** The Museum is open seasonally and by appointment. The Walls family, volunteers and summer students offer tours throughout the site.

Visiting celebrities to the site have included Rosa Parks and Bishop Desmond Tutu. As the most sought after and most widely recognized historical attraction in Lakeshore, annual attendance numbers include 300 tour buses. The museum presently has a traveling exhibition displayed in Windsor, and has ties to the Follow the North Star African Heritage Tour program promoted throughout southern and southwestern Ontario.

³ Proverbs Heritage Organization Background Sheet, n.d., on file at John Freeman Walls Historical Site & Underground RR Museum.

- ▶ **Collaboration/Partnership:** The Walls site has been widely promoted through vehicles such as the Discovery television channel, and as a result of Dr. Walls' active collaborations with organizations such as Toronto Police Services to develop a racism education program. Dr. Walls has also collaborated with NASA and the National Parks Service in the United States to develop a science and math education program for schools.

Dr. Walls is collaborating with The Maidstone Bicentennial Museum and Maidstone Area Historical Society as part of that museum's Black Heritage Committee.

The Museum is represented as a member of the Southwestern Ontario Heritage Council (SOHC), a regional group comprising about 47 museums, archives and heritage groups from Essex County.

- ▶ **Future Plans:** According to Dr. Walls, the biggest challenge facing the museum is planning for the future. He would like to establish a partnership arrangement with the Town of Lakeshore in order to ensure ongoing maintenance and public access to the museum.

The Maidstone Bicentennial Museum and Maidstone Area Historical Society

The Museum is housed in the former Maidstone Township office (brick building with slate roof) built in 1914 to replace an earlier 1875 wood structure that was destroyed by fire. The Museum occupies one acre of grounds with native garden established behind the museum building. A partnership with the Essex Region Conservation Authority included a donation of \$4000 to obtain and install native plants.

- ▶ **History:** The Maidstone Bicentennial Museum & Maidstone Area Historical Society was formed in 1984.
- ▶ **Mandate/Statement of Purpose:** The purpose of the Society shall be to bring together those people interested in the diverse historical heritage of the Maidstone



Township and Area to research, codify, retain, reserve and present historical data pertaining to the region.⁴

- ▶ **Governance and Membership:** The Museum is governed by five directors and has a membership program of 25 paid members.
- ▶ **Operations – Funding:** The total operational budget is unknown. Museum operational funding is provided by donations, membership fees and special events fundraising.

In 1984 a grant was received for repair to the building. Plans are going forward, with administrative assistance from the Town of Lakeshore, to apply for a Trillium grant in March 2007 to insulate, air condition the building, increase accessibility, add flooring and drywall and create a committee room in the back area.

The Museum is not part of the provincial Community Museums Operating Grant program

- ▶ **Operations – Staffing:** The museum has no paid year-round staff. Summer students are hired seasonally. The museum is open seasonally and by appointment.
- ▶ **Operations – Facilities and Collection:** The Town of Lakeshore owns the museum building and provides maintenance services for the Museum. The Historical Society oversees the care and presentation of the museum collection.

The size and documentation status of the museum collection are unknown. The collecting focus appears to include the area of former Maidstone Township, the Town of Lakeshore and the County of Essex. Most of the collection appears to be on display in a visible storage manner. The collection appears to be oriented towards the area's social history. It consists of documents, books, photographs, framed art, costume and textiles, and domestic objects displayed by society members.

- ▶ **Operations – Public Programs:** Public programming includes three children's education programs, booked by appointment, for ages 4-12. In August 2005, summer programs were offered weekly for children. The Museum also offers a speakers' series, a celebration of Heritage Day in February, a May 24 "Spring Awakening"

⁴ Township of Maidstone Bicentennial Museum & Maidstone Area Historical Society Constitution and By-Laws, n.d., on file at Maidstone Bicentennial Museum & Maidstone Area Historical Society.

program, and special events such as a fiddle concert.⁵ Annual attendance numbers are not kept.

- ▶ **Collaboration/Partnership:** A Black Heritage Committee has been formed to preserve and research the abandoned Jackson Family Methodist cemetery on County Road 42, east of County Road 25. Dr. Bryan Walls of the John Freeman Walls Historical Site Underground RR Museum is collaborating with this committee. In collaboration with the Essex County Historical Cemeteries Preservation Society, the Maidstone Museum has recently approached the Town of Lakeshore for assistance with this project.⁶

The Museum is represented as a member of the Southwestern Ontario Heritage Council (SOHC), a regional group comprising about 47 museums, archives and heritage groups from Essex County.

- ▶ **Future Plans:** Future plans for the Historical Society include expansion of the Museum into a 1961 municipal building owned by the Town and located immediately north of the present museum. Future collection-related plans included moving a log cabin, associated with local French settlement, from its present location on West Belle River Road to the museum site.

Société Franco-Ontarienne d'Histoire et Généalogie, Régionale Windsor-Essex

The Société Franco-Ontarienne d'Histoire et Généalogie, Régionale Windsor-Essex is one of 13 regional divisions of the Société Franco-Ontarienne d'Histoire et Généalogie headquartered in Ottawa, and is located in the church half of St. Simon and St. Jude in Belle River.

- ▶ **History:** The Société Franco-Ontarienne d'Histoire et Généalogie was founded in 1981.
- ▶ **Mandate/Statement of Purpose:** The Society's mandate is to assist Franco-Ontarians to discover their heritage via history and genealogy.⁷ The Windsor-Essex Division serves the Windsor, Essex, Ridgetown, and Amherstberg areas, as well American researchers from the Vermont and Massachusetts areas in the U.S.

⁵ Interview and site visit with Victoria Beaulieu, Director, Maidstone Bicentennial Museum & Maidstone Area Historical Society and Kirk Walstedt, Chair, Board of Directors, December 13, 2006.

⁶ Town of Lakeshore Minutes of Delegation and Public Hearings Meeting, November 21, 2005, on file at Town of Lakeshore.

⁷ www.sfohg.com/en/Vision_and_Mandate_26.html

- ▶ **Governance and Membership:** The Société is governed by a board of 16 directors. Divisions, such as the Windsor-Essex Division, are run by volunteers. Operations of the Windsor-Essex Division are overseen by a board of eight members. Total paid membership numbers about 100.
- ▶ **Operations – Funding:** Annual operating budget for this Division is approximately \$2000/year. The Windsor-Essex Division receives no funding from the Town of Lakeshore. Utilities are paid through membership funds. Insurance is covered from the Ottawa headquarters.
- ▶ **Operations – Staffing:** Ten to 12 active member volunteers run the archives and maintain archive holdings consisting of 5,000 books plus documents (maps, etc.).
- ▶ **Operations – Facilities and Collection:** All archival holdings are documented according to a regionally based numbering system developed and used by the Société. In addition to Francophone genealogy, the group is beginning to research Black and Irish heritage in Essex County and area as well.
- ▶ **Operations – Public Programs:** The Société is open year-round, Wednesdays 10 a.m. to 8 p.m., and the first Saturday in April, May, June, October, November, and December. Annual visitation is unknown. There are no fees for research services.
- ▶ **Collaboration/Partnership:** The Windsor-Essex Division operates independently from other groups in Lakeshore with little or no collaboration. One member is reported as beginning to work with local schools to interest students in genealogical research.
- ▶ **Future Plans:** The Société is faced with two immediate problems—space and access. Their tiny facilities are hard pressed to handle growing collection and research pressures. The lack of air conditioning in the summer makes work difficult. Insufficient electrical load discourages laptop and microfiche use. The only access to the archives is up a steep flight of stairs. This discourages use by many elderly or incapacitated visitors, and membership is said to be declining due to lack of access.⁸

⁸ Interview and site visit with Claire Grondin, Juliette St. Pierre, Jacqueline Denis, Société Franco-Ontarienne d'Historire et Généalogie, Régionale Windsor-Essex, February 22, 2007.

The Friends of Woodslee

The Friends of Woodslee, formed about 2004, are in the process of becoming an incorporated not-for-profit organization. In addition to compiling historic information about the history of Woodslee, they are actively working to promote optimum use of the Millen Centre at 100 South Middle Road in Woodslee.⁹

The Millen Community Centre is used for community activities and has housed a branch of the Essex County Public Library since ca. 1980. The Woodslee Prayer Community has also been renting space here for a private school.¹⁰ The Millen Centre was formerly the Dr. S.F. Millen P.S. (1968-1972). It was named after Dr. Millen, Woodslee's noted "country doctor" who served this community for over 50 years.¹¹ The Woodslee community celebrates Doc Millen Day annually in August.¹²

S.O.S. (Save Our Sanctuary) Églises

S.O.S. Églises was formed in 2001 after parishioners at St. Joachim Roman Catholic Church and Church of the Annunciation in Pointe-aux-Roches learned that the Roman Catholic diocese of London, owner of the churches, intended to close them. In 2001, the group made a request to the Lakeshore Town Council that St. Joachim church be historically designated and that a local advisory council be appointed under the Ontario Heritage Act. The group was supported in its request by the provincial president of the Architectural Conservancy of Ontario and representatives from the Department of Tourism and Culture. The group also referenced the Rochester Township Official Plan, for the area occupied by St. Joachim Church and which contains a policy to preserve historic sites.

The Town decided to postpone a decision until the new official plan for the Town of Lakeshore was adopted. In 2002, the Town Council passed a resolution to providing that all designations would have to be made on application by the owner. The resolution also prevented S.O.S. Églises members from presenting their position to the Town. In May 2002, S.O.S. Églises learned that the Diocese was putting St. Joachim church up for sale with a condition that the church be demolished and that a severance of the land upon which the church sits was being applied for. In September 2002, Lakeshore's Committee of Adjustment refused to hear a presentation by a representative of S.O.S. Églises regarding designation or preservation of the church and its site.

⁹ Telephone interview with Tina Bendick, Friends of Woodslee member, March 7, 2007.

¹⁰ Georgine Willemsma, ed., *A History of St. John the Evangelist Church and Woodslee Area*, 2000, p. 294.

¹¹ *Ibid.*, p. 254.

¹² *The Essex Free Press*, Wednesday, August 9, 2006, p. 9.

In October 2002, upon hearing that a demolition permit and a severance application had been approved by the Committee of Adjustment, S.O.S. Églises organized a rally to demonstrate the importance of this site to the Franco-Ontarian community. Over 350 people attended and formed a human chain around the church.

In November 2002, Dossier 189-03 02-GD-54677 between David Tremblay, Paul Chauvin, André Chénier, Roger St-Pierre et Paul Trépanier (Applicants) and The Corporation of the Town of Lakeshore (Respondents) and Roman Catholic Diocese of London (Respondents) was brought before the Ontario Superior court of Justice, Divisional Court.¹³

In 2003, the Ontario Superior Court of Justice Divisional Court ruled that the Town reconsider the designation of the church property and put an indefinite hold of the demolition of the St. Joachim Church. The Courts also stated that the Town had violated the Ontario Heritage Act when it passed a resolution in March 2002 requiring the owner's consent before a consideration for designation could take place. The Town engaged George Robb Architect to prepare a heritage assessment of the church. An opinion on the condition of the church was also prepared in 2002 by Christopher Borgal, architect and president of the Architectural Conservancy of Ontario.¹⁴ Both the churches and their rectories in St. Joachim and Pointe-aux-Roches presently stand unoccupied and unused.

In 2005, the Heritage Canada Foundation and the Windsor Branch of the architectural Conservancy of Ontario honoured S.O.S. Églises with an Achievement Award in recognition for "its perseverance and tireless determination to save the 121 St. Joachim Church, one of the last remaining sentinels of French-Canadian life in Essex County, southwestern Ontario, from demolition."¹⁵

.3 *Town of Lakeshore Art and Cultural Groups*

Contact was made with four Arts and Culture Groups in Lakeshore. Meetings were successfully arranged with only one Arts/Cultural Group (The Space performing arts centre, and one individual artist who runs the Country Airs Harp Camp.

The following five groups / individuals were contacted, but did not respond to invitations. They are listed on the Windsor-Essex Community Information Database for the Town of Lakeshore including:

- Lake Gallery, 1736 Caille Avenue, Belle River

¹³ Office of the Commissioner of Official Languages, Dossier 189-03 02-GD-54677 available on-line at www.ocolclo.gc.ca/archives/interventions/2003-05-06_e.htm

¹⁴ Paul Stewart and Peter Dilse, *Heritage Assessment of St. Joachim Church, Its Rectory and Monument, St. Joachim, Ontario*, (Town of Lakeshore, 2005), pp. 2-3.

¹⁵ www.heritagecanada.org/eng/services/winners.html

- Creative Memories (scrap booking) 244 Melanie Lane, Belle River
- Tim Dixon Fine Arts Studio, 1124 co. Rd. 22, RR1, Belle River
- Music Zone, 601 Notre Dame Street, Belle River
- Sketch Files Custom Artwork and Graphite Portraits, RR1, Stoney Point

The Space, 301 Croft Avenue, Unit 3, Town of Lakeshore

The Space is the only not-for-profit performing arts school and theatre company for children in the Town of Lakeshore.

- ▶ **History:** The theatre school, which was founded almost two years ago, is the only performing arts organization, apart from school drama initiatives in Lakeshore.
- ▶ **Mandate:** A not-for-profit performing arts school and theatre company for children.
- ▶ **Governance:** Governed by a seven-member board of directors.
- ▶ **Operations– Funding:** Funding for the school is self-generated and relies on tuition fees and performance revenue. The school has applied for Trillium funds for staffing assistance.
- ▶ **Operations – Staffing:** The school was founded and is run by Karen Mossman, Executive Director, and Jeremy Mossman, Artistic Director. Karen Mossman's background includes 12 years as a drama teacher at Belle River District High School. Jeremy Mossman graduated in performing arts from the University of Windsor. Jeremy Mossman is the only salaried employee to date. The company relies on help from about 15 volunteers, mostly parent of the school's students.

While working as a drama teacher in Belle River, Karen Mossman worked with John Anthony Nabben, a Belle River resident and playwright who created *How Nous Avon Met*, a bilingual play and winner of the Sears Drama Festival in 2004. Mr. Nabben, who is now teaching, also founded Theatre Ensemble Company with the mission to provide anglophone and francophone audiences with a stimulating cultural experience, raise the visibility of



bilingualism, and promote artistic opportunities in Essex County. The company's plans include the development of a bilingual play, *Campana Tacita*, about St. Joachim Church.¹⁶

- ▶ **Operations – Programs:** The Space runs acting programs year round with about 80 enrolled students. In 2006, it offered a summer performance camp for 34 students. The school's goals include:
 - attracting high school students and using theatre arts as a way to tackle social issues affecting youth and build curriculum-based programs;
 - offering theatre arts education to seniors; and
 - tapping into French Canadian audiences.
- ▶ **Collaborations:** The school is actively collaborating with area musicians, graphic designers, talented individuals, and schools to promote performing arts in the Lakeshore area.
- ▶ **Future Plans:** Both the Mossmans are enthusiastic about the opportunities for the performing arts in Lakeshore, which they view as a growing area, but with few opportunities for children and parents who are interested in the arts. They feel that, although Windsor has more arts-related opportunities, busy parents, who often work shifts, are happy to support local venues closer to home that don't require driving long distances. The major challenge facing The Space, as well as performing arts in Lakeshore, is the lack of suitable performance spaces. Venues such as the Belle River District High School and the local churches are either expensive or unsuitable for theatrical performances and dinner theatres.

Country Airs Harp Camp, 2153 County Road 27, Woodslee

Country Airs Harp Camp is run by Anita Leschied, a professional harpist and therapist who uses her harp and the vibrations it produces (when electronically connected to a Somatron vibroacoustic chair) to promote healing and well being among elderly residents at Essex County rest homes.

¹⁶ www.essexcfdc.on.ca/downloads/news-fall-2004-english.pdf

Country Airs Harp Camp runs harp camps for children, youth and adults. Ms. Leshied also performs professionally as an individual artist and as part of Jubal's Daughters with flutist Averil Spence-Clarke.

According to Ms. Leschied, the arts in Lakeshore require a purpose-built performing arts space—a role that local churches are presently trying to fill. She also sees a niche for historical entertainments, such as cemetery re-enactments, using horse drawn transportation for audience members.

Centre Culturel St. Cyr

The Centre Culturel St. Cyr, founded in 1973, is a cultural group dedicated to the promotion of French cultural activities, centered on the Church of the Annunciation in Pointe-aux-Roches as the primary venue. Named after Father Saint-Cyr de Nicolet, the priest who oversaw the building of the church in 1905, the group has about 90 members, most of whom are long time residents of the area. Ursule Leboeuf is the group's spokesperson. The closing of the Church of the Annunciation was a significant blow to the group's annual fundraising event, the November Harvest Festival, and the future of this organization. The group does not have a venue for its activities.

Fédération des femmes canadiennes-françaises

The Fédération des femmes canadiennes-françaises, founded in 1957, is a charitable organization of Francophone women who plan and implement fundraising activities on behalf of third world countries, needy families and French schools in the Lakeshore area. Pauline Gagnier, whose family has lived in this area since 1870, is the current president. The group meets six times yearly.

.4 External Heritage and Cultural Groups in Southwestern Ontario

Southwestern Ontario Heritage Council

Forty-seven heritage and cultural organizations in southwestern Ontario are members of the Southwestern Ontario Heritage Council. Formed about 2002, this regional council provides an informal opportunity for area organizations to network and exchange information.¹⁷ The membership list includes Ministry of Culture representative, Ghislaine Brodeur, and a Town of Lakeshore representative (not determined).¹⁸

¹⁷ Madelyn Della Valle, Curator, Windsor's Community Museum, personal communication.

¹⁸ Southwestern Ontario Heritage Council membership list, n.d. on file at Windsor's Community Museum.

Three Lakeshore museums/historical societies, Comber and District Historical Society, the Maidstone and Area Historical Society and Museum and the John Freeman Walls Historical Site and Underground Railroad Museum are members on the Council.

3.2.4 CHRONOLOGICAL HISTORY OF THE TOWN OF LAKESHORE GEOGRAPHIC AREA

The development of a municipal register of historically and culturally significant properties requires knowledge of the historical context in which they were created and founded. To that end, a brief outline of the history of the Town of Lakeshore geographic area follows.

.1 *Physiographic and Geological History of the Town of Lakeshore Geographic Area*

As part of southwestern Ontario, the Town of Lakeshore geographic area was glaciated beginning about 20,000 years ago. After a brief warming trend between 16,500 and 15,500 years ago, when most of southwestern Ontario was ice-free, another glacial advance, the Port Bruce Stade, initiated a series of glacial lakes.¹⁹ Most of southwestern Ontario's glacial features were formed during this period, including the St. Clair Clay Plain physiographic region, which comprises the Town of Lakeshore geographic area. This extensive 100 to 200 foot deep clay bed, with scattered sand and gravel knolls and ridges, was been deposited and modified by the action of glacial lakes that covered the Essex County area about 15,000 years ago. It overlies limestone bedrock. Surface drainage is northward to Lake St. Clair. Most of the clay plain is poorly drained that requires dredged ditches and drains to improve conditions for agricultural cultivation.²⁰

.2 *Chronological History of the Town of Lakeshore Geographic Area*

Native History

A detailed history of Native groups in this area is available in the 2005 Archaeological Master Plan Study Report for the City of Windsor prepared by a study team led by W. Bruce Stewart of Cultural Resource Management Group Ltd. The following outline, covering the Paleo-Indian to Post-Contact Periods, is primarily based upon information contained within that report.

- ▶ ***Paleo-Indian Period – 11,300 to 10,000 years ago:*** After the final glacial retreat and the opening of the Great Lakes basin, Paleo-Indian people moved into the area. These seasonally nomadic hunters and foragers moved through an environment of spruce parkland, pine forest and glacial lakes. Archaeologist postulate two periods within the Paleo-Indian time frame: Early (11,300 to 10,500 years ago); and Late

¹⁹ W. Bruce Stewart et al., *Archaeological Master Plan Study Report for the City of Windsor*, 2005, p. 2-2.

²⁰ Essex County Ontario Council, *Planning Study Research Report 3*, 1972, p. 4.

(10,500 to 10,000 years ago), based mainly on tool assemblages and projectile point styles.

- ▶ **Archaic Period - 10,000 to 2,800 years ago:** The Archaic Period, which is divided into Early, Middle and Late divisions, is marked by the appearance of Native copper tools, increased use of bone tools, appearance of tools for woodworking, food preparation and fishing, a wider range of lithic materials for tool manufacture, a greater variety of projectile points, greater site frequency, and greater regional variability in tool assemblages and site locations.

During the Archaic, the southern Ontario climate was gradually warming and drying, Forest composition during the Early Archaic are postulated to have been about 50% pine, 25% oak and 25% maple, ironwood, elm and ash. Lake levels would have been very low with more land exposed in the Great Lakes Basin than today. By the end of the Late Archaic, water levels of the Great Lakes' were modern.

- ▶ **Woodland Period – 2,800 to 400 years ago (A.D. 1600):** The Woodland Period, which is divided into Early, Middle and Late divisions, marks the appearance of pottery. Early Woodland sites are distributed throughout southern Ontario, including a cemetery site on the shore of Lake St. Clair.

Early and Middle Woodland people continued to be seasonal hunters and foragers. During the Middle Woodland, fish became an important part of their diet. Sites begin to appear on river valley floors, and structural remains such as post moulds and middens are found, representing seasonal occupations focused around fish spawning grounds. A 1979 report, describing an archaeological survey of the Ruscom River mouth in former Rochester Township, uncovered Woodland materials in dense concentrations. The author's conclusion included the possibility that this "may be a site of considerable extent or that [the] finds may represent a complex of seasonal campsites."²¹

The Late Woodland period is marked by new settlement and subsistence patterns, a new type of pottery, and new projectile point forms. Domesticated corn is introduced. The Native cultural occupation of Essex County has been labelled the Western Basin Tradition. These people are considered to have been Central Algonquins, distinct from the Iroquoian groups to the east, which continued to follow a seasonal foraging pattern focused on the lake environments of southwestern Ontario.

- ▶ **Post-Contact Period - A.D. 1600 – 1790:** The Post-Contact Period is marked by the arrival of Europeans and severe disruption, resulting from disease and wars, to the Native groups in southwestern Ontario. Early references to Native villages by mid-17th century French explorers describe Neutral and mixed Neutral and Wenro villages in the Windsor area. These were abandoned by 1651. A mixed Huron and Tionontati village was established near Detroit in 1679. In 1701, after establishing Fort Pontchartrain at Detroit, Sieur de Lamothe Cadillac invited the Hurons and Odawa from Michilimackinac in northern Ontario to settle there. These were the two main Native groups who established permanent settlements in the Windsor area in the 1700s.

In the Town of Lakeshore geographic area, a Native village is noted on an 1823 plan by Col. Mahlon Burwell at the mouth of the Ruscom River (see Fig. 3.2-1).²² This village may be the same one described in a 1721 letter written by Vaudreuil, Governor of New France, and Bégon, Intendant of New France, which states, “Above the Lake St. Clair, twelve leagues from the fort on the south side is a village of Mississaugues and Sauteurs who wastelands contain about three quarters of a league frontage by fifteen arpents deep...”²³

Figure 3.2-1 – Essex County Native Villages and Trails

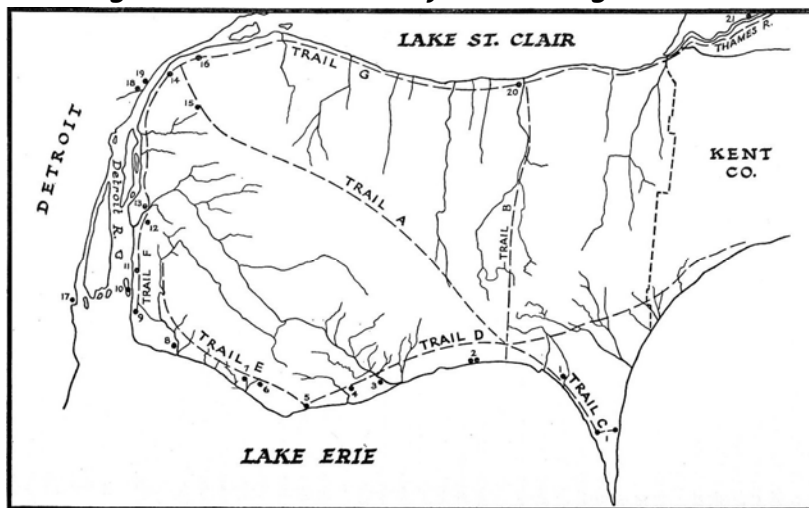


Figure 3.2-1 – Map Showing the location of Native villages and trails found in Essex County and vicinity. Number 20 marks the location of the Native village noted on an 1823 plan by Col. Mahlon Burwell at the mouth of the Ruscom River.²⁴

²¹ Kirk Walstedt, Final Report of a 1979 Archaeological Site Survey of Land Managed and Proposed for Development by the Essex Region Conservation Authority in Essex County, Ontario, (unpublished report in the author's possession), p. 7.

²² Ernest J. Lajeunesse, *The Windsor Border Region*, (Toronto: University of Toronto Press), 1960, pp. xxxviii, xxxix.

²³ *Ibid.*, p. 26. A league is a British land measure equaling about 3 miles. An arpent is a French land measure equaling about .85 acres

²⁴ Taken from Ernest J. Lajeunesse, *The Windsor Border Region*, (Toronto: University of Toronto Press), 1960, p. xxxviii.

Early Survey and Settlement Period – A.D. 1790-1850:

In 1790, following the British Conquest of 1760, southwestern Ontario, formerly part of New France, came under British rule as the new Province of Quebec. It was divided into districts in 1788. The future Town of Lakeshore area became part of the District of Hesse.²⁵

- ▶ ***Earliest European Settlement – Ca. A.D. 1770:*** Although the British conquest of New France took place in 1760, it wasn't until 1790 that negotiations proceeded with Native groups to transfer land to the British Crown. In the meantime, the increase in population and immigration from Lower Canada caused the expansion of French settlement towards the south shore of Lake St. Clair, and into the area now occupied by the Town of Lakeshore, in the 1770s.²⁶ This represents the earliest incursion of Europeans in this area, following the settlement of Detroit in 1701 and the Windsor area ca. 1750.
- ▶ ***Native Land Surrender, 1790:*** Following the British Conquest of 1760, the British Crown stipulated that any previous sales or transfers of land would not be legal until the land had first been ceded to the King.²⁷ In southwestern Ontario, this resulted in the surrender of a tract of land, comprising the whole of present day Essex County running east to Catfish Creek at Port Bruce on the north shore of Lake Erie, The land was surrendered by Ottawa, Huron, Chippewa, and Pottawatamie principal village and war chiefs on May 19, 1790 for 1200 pounds worth of goods.²⁸
- ▶ ***The Western District – A.D. 1792 – 1849:*** In 1792, the Western District replaced the District of Hesse. This district, with its judicial seat in the Town of Sandwich, oversaw judicial and administrative matters. District council responsibilities included roads, appointing municipal officers, taxes, justice, education, and welfare. The Western District was divided into 19 counties, which served as electoral ridings for the elected legislative assembly. The future Town of Lakeshore was split between the newly formed Counties of Essex and Kent, as a strip of land, four miles deep along the south shore of Lake St. Clair, was included in Kent County.²⁹ The rest was part of the County of Essex.

²⁵ George S. Spragge, The Districts of Upper Canada, in *Profiles of a Province, Studies in the History of Ontario*, (Toronto: Ontario Historical Society), 1967, p. 34.

²⁶ Lajeunesse, p. lxiii.

²⁷ *Ibid.*, p. ciii.

²⁸ Louis, C. Gentilcore et al., *Ontario's History in Maps*, (Toronto: of Toronto Press), 1984, p. 83.

²⁹ Spragge, p.36.

Following the 1790 Native land surrender, existing landholders were invited to present their previous claims and title to the District of Hesse Land Board.³⁰ French names related to early claims along the south shore of Lake St. Clair, from the Tecumseh area to the Thames River include Labadie, Lusier, and Rousseau. In some cases, these show a close, amicable relationship between French settlers and local Native inhabitants. In 1781, a tract of land from “Stoney Point to River La Tranche [Thames River] and 150 acres deep” was gifted to the Labadie family “in consideration of good-will, love and affection.” In 1782, the Detroit Notarial Records show that Joseph Lusier was given a gift of 3 by 80 arpents on the south shore of Lake St. Clair for the price of “goodwill and affection.”³¹

In 1793, because all water frontage along Lake Erie and the Detroit River was occupied, surveyor Patrick McNiff was directed by the Land Board of Hesse to survey lots in the area occupied by the future Town of Lakeshore. The first 200-acre lots surveyed were along, and fronted on, the rivers flowing into Lake St. Clair. These included the River Ruscom, Belle River, the Puce River and Pike Creek. In 1793, the Land Board of Hesse gave notice that these lots would be granted to those “whose services, loyalty and conduct entitled them to the bounty of the government.”³² Existing holders of land claims were asked to come forward and make their case to retain lands of which they assumed ownership. In 1793 to 1794, the majority of proprietors of lots on the major streams (Pike Creek, Puce River, Belle River, Ruscom River) flowing into Lake St. Clair, were French.³³ Despite the presence of Native trails throughout Essex County (see Fig.1), settlers likely traveled by water to reach their lots.

The legacy of these early French settlers is found in contemporary place names throughout Lakeshore, especially in its northern area. These stand side by side with the legacy of British survey and administration in this area, realized in the former township names of Maidstone, Rochester and Tilbury.

³⁰ LaJeunesse, p. cxi.

³¹ Ibid., pp. 324-327.

³² Ibid., p. cxiv.

³³ Ibid., pp. 359-360.

Following up on the first riverfront surveys, lots were created which fronted on Lake St. Clair, between and behind the riverfront lots (see Fig. 3.2-2). This lot pattern, which initiated the development of Maidstone, Rochester and Tilbury West Townships, is still apparent in contemporary lot patterns.

As land survey proceeded, land speculation in this area, as in much of the rest of the frontier districts was rampant. Individuals who sat on the Land Board and members of the British elite, such as John Askin, either were granted or bought large numbers of land parcels, holding them as absentee owners and waiting for opportunities to sell.³⁴ Lots were also allocated as Clergy and Crown Reserves (two in every seven lots).

Survey of the Lakeshore area now focused upon the areas opened by the Middle Road, an early transportation artery surveyed and built between 1817 and 1844 to bring settlers into Essex County. Settlement of lots flanking this route was supervised Colonel Thomas Talbot under orders from the Lieutenant Governor for the Province of Upper Canada. Talbot was a former aide to Lieutenant Governor John Graves Simcoe, a major landowner in Elgin County, and a member of the Upper Canada elite. In the Lakeshore Townships of Maidstone, Rochester, and Tilbury West, Talbot located 455 lots between 1830 and 1849.³⁵

Settlement of the interior Lakeshore area was also effected greatly by development companies such as the Canada Company, as well as agents such as Thomas Talbot. An early traveler through this area, W. H. Smith, noted that, in 1846, the Canada Company owned 2,500 acres in Maidstone Township, 2,500 acres in Rochester Township, and 4,000 in Tilbury North.³⁶

³⁴ See John Clarke, Geographical Aspects of land Speculation in Essex County to 1825: The Strategy of Particular Individuals, in K.G. Pryke and L.L. Kulisek eds. *The Western District, Papers from the Western District Conference*, (Essex County Historical Society and The Western District Council, 1983), pp. 69-112.

³⁵ John Clarke, Mapping the Land Supervised by Colonel the Honourable Thomas Talbot in the Western District of Upper Canada, 1881-1849, *The Canadian Cartographer*, 8:1 (June 1971), p.14.

³⁶ Wm. H. Smith, *Smith's Canadian Gazetteer, Canada West (Ontario), 1846*. (Reprint ed. Milton, Ont.: Global Heritage Press, 1999), pp.104, 161, 192.

Figure 3.2-2 – Essex County Water Frontage Surveys

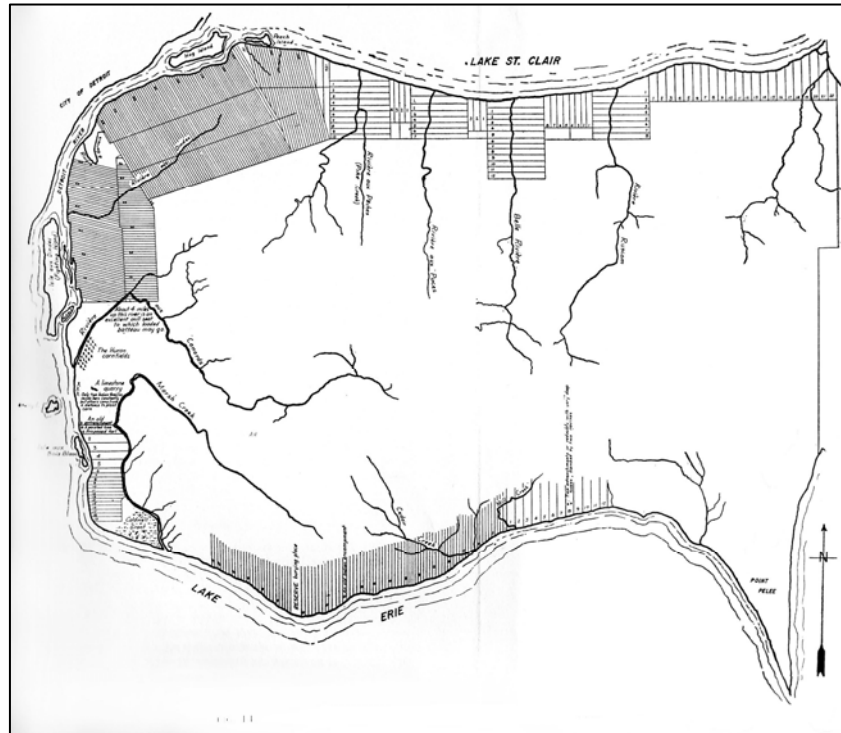


Figure 3.2-2 – Map of Essex County showing the water-frontage surveys of the 1790s. Note the survey patterns along the southern shore of Lake St. Clair in the future Town of Lakeshore area. The single front 200 acre survey lots fronting on the rivers were created before the double front 200 acre lots fronting on the lakeshore.³⁷

The Establishment of Settlement Areas

With the building of the Great Western Railway in 1854, settlement accelerated. Successive waves of settlers from Lower Canada arrived to settle the Lakeshore area between Belle River and the Thames River, and south to the Comber area (see Fig.3.2-3). The villages of St. Joachim and Pointe-aux-Roches were founded almost completely by French families.³⁸ The large number of French residents in this area led to the establishment of three Roman Catholic parishes: St. Simon and St. Jude (1834); St. Joachim (1881); and Point-aux-Roches (1867).

³⁷ Taken from Ernest J. Lajeunesse, *The Windsor Border Region*, (Toronto: University of Toronto Press), 1960, Fig. 14 following p. cxvi.

³⁸ Marcel Bénéteau, *Trois siècles de vie française au pays de Cadillac*, (Windsor: Les Éditions savori), 2002, p. 130.

Figure 3.2-3 – Essex County French Settlement

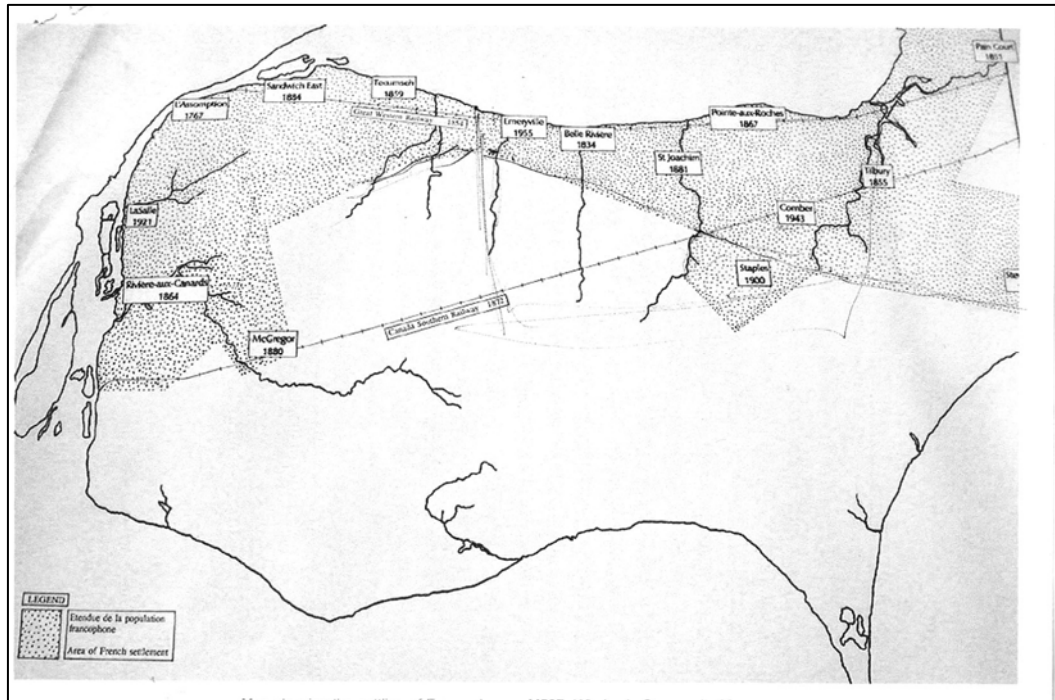


Fig. 3.2-3 – Map of Essex County showing the extent of French settlement in the 19th century.³⁹

Irish Roman Catholic settlement, bolstered by agricultural disasters and famine in Ireland, clustered around the Middle Road. A small Scotch Presbyterian settlement consisted of four lots of 200 acres each in the northwest area of Maidstone Township, beginning about 1829. Some settlers on Puce River one mile to east and some settlers west of Puce River also considered themselves to be part of this settlement.⁴⁰

A small German settlement had established itself on the Middle Road, close to the Ruscom River. English settlers were concentrated in the east, throughout Tilbury North and West Townships.⁴¹

In Maidstone Township, the Refugee Home Society, under the guidance of Rev. William King, also bought a block of land to provide homes for Black refugees (escaped slaves) from the United

³⁹ Map prepared by Windsor's Community Museum. Taken from www.virtualmuseum.ca/Exhibitions/Folklore/english/intro/francophonese.html

⁴⁰ Malcolm Wallace, *Pioneers of the Scotch Settlement on the Shore of Lake St. Clair, Ontario History* XLI (1949)4, pp.173-178.

⁴¹ John Clarke and Karl Skof, *Social Dimensions of an Ontario County: 1851-1852*, in *Our Geographic Mosaic, Research Essays in Honour of G.C. Merrill*, D.B. Knight Ed., (Ottawa: Carleton University Press, 1985), p. 110.

States. Each family received 25 acres of land. By 1861, there were 375 Black residents living here.⁴²

The Railway Age – A.D. 1845 - 1900

In 1845, the Great Western Railroad Company (GWR) built a single-track line through the southwestern Ontario to link steamers at Hamilton with boats on the Thames River at Chatham. A trunk line, running through the Lakeshore area, was built to join up with the American rail networks in Michigan. The GWR laid a second track along this line—the first section of double track in Canada—from Windsor to Glencoe (northeast of Chatham) to handle increased traffic created by the train ferry between Windsor and Detroit. By 1882, the GWR had amalgamated with the Grand Trunk Railway.⁴³

This northern rail line led to the development of Pointe-aux-Roches and Belle River and opened up the country along the Lake St. Clair shoreline.⁴⁴ Belle River expanded as an industrial centre when a gristmill, a flax mill, a hotel, and other services were built at the harbour to process agricultural products and meet the needs of local farmers.⁴⁵ During its heyday in the 1860s, the Belle River harbour area boasted two saw mills, a grist mill, weigh scales, and a wharf for docking schooners used to transport local sand to Windsor and Detroit.⁴⁶

In 1873, a second rail line, the single track Canada Southern, was built through Tilbury West (Comber), Rochester, and Maidstone (Woodslee) Townships, as the Ontario component of a Chicago-Buffalo route through St. Thomas to Amerherstburg. It was immediately acquired by New York Central and operated by Michigan Central.

This line, connecting with American markets at either end, opened upon the Essex County interior to lumbering industry and agricultural settlement, and put the agricultural communities of Comber and Woodslee on the map.⁴⁷ Increased passenger and freight activity in the early 20th century required a second track to be built.⁴⁸

Canadian Pacific Railway built a third single track through the Lakeshore area linking Windsor to Chatham in 1889, and increasing transportation and market opportunities for Lakeshore area farmers and residents.

⁴² Carole Jenson, *History of the Negro Community in Essex County, 1850-1860*, (Windsor: University of Windsor Press, 1966), pp.49-54.

⁴³ Christopher Andreae, *Lines of Country: An Atlas of Railway and Waterway History in Canada*, (Erin, Ont.: The Boston Mills Press), 1977, pp.126-131.

⁴⁴ Neil F. Morrison, *Garden Gateway to Canada, One Hundred Years of Windsor and Essex County, 1875-1954*, (Toronto: The Ryerson Press), 1954, p. 7.

⁴⁵ Scott Burnside et al. *Maidstone Township: an historical review*, (Windsor, Ont.: Windsor Print and Litho, c1983), p. 32.

⁴⁶ Sybil Little, *Loose Leafs of Belle River*, [Ont.: s.m.], 1965, pp. 1-2.

In addition to passenger service, trains created an early wood fuel market as a byproduct of the land clearing process. An 1846 report by W.H. Smith, an early traveler to this area, describes timber resources of maple, elm, beech, and oak throughout Maidstone and Rochester Townships, and in the southern majority of Tilbury West.⁴⁹ In the former village Sainte Claire,⁵⁰ reports of charcoal kilns give us a glimpse of formerly abundant hardwood forests, and the aggressive 19th century land clearing activities that eradicated all trees except for farm woodlots. The structure of these charcoal kilns is unknown. One author describes 18 kilns creating charcoal for the steel industry in Detroit.⁵¹ Their inclusion in the map of Rochester Township in the 1880-1881 Historical Atlas presumes a fairly substantial operation.⁵²

Incorporation of Townships, Towns, Villages – A.D. 1845 - 1900

In 1845, with exception of the area comprising Tilbury West Township, the area covered by Maidstone and Rochester Township was allocated to Essex County.⁵³

In 1849, with the passing of the Municipal Act, the district system was abolished. The Townships of Maidstone, Rochester, West Tilbury were incorporated as part of Essex County. In 1874, Belle River had grown substantially and was incorporated as a Village (incorporated as a Town in 1969). In 1881, Pointe-aux-Roches was erected as a Police Village (dissolved in 1994). In 1891, Tilbury West Township was divided into the Township of Tilbury North and the Township of Tilbury West.

Rum Running in Lakeshore – A Hidden History

Local history sources relate the history of rum smuggling by water transport along the Lake St. Clair Shoreline. Some buildings in Belle River, such as the Cooper Court Hotel, are linked to this fascinating, albeit hidden, history of rum running and crime.



⁴⁷ Morrison, p. 7.

⁴⁸ Andraee, pp. 128-129.

⁴⁹ Wm. H. Smith, *Smith's Canadian Gazetteer, Canada West (Ontario), 1846*, (Reprint ed. Milton, Ont.: Global Heritage Press, 1999), pp. 104, 161, 192.

⁵⁰ Madeleine Leal, ed., *Histoire de la paroisse St-Joachim*. Comité du centenaire, 1982, p. 264.

⁵¹ Marcel Bénéteau, *Trois siècles de vie française au pays de Cadillac*, (Windsor: Les Éditions savori), 2002, p.126.

⁵² *Historical Atlas of the Counties of Essex and Kent*, (Toronto: H. Belden & Co.), Reprint ed. 1973.

⁵³ www.archives.gov.on.ca/english/exhibits/maps/textdocs/districts1845.html

Agricultural Development in the 19th and 20th Centuries

Following the early to mid-19th century land clearing and settlement phase, agriculture in the Lakeshore area focused on wheat until the beginning of the 20th century. Feed corn appeared in the 1920s⁵⁴. Since the 1940s, primary field crops have included sugar beets, soybeans and canning crops, especially tomatoes.⁵⁵

Most of Lakeshore's clay plain area is so poorly drained that dredged ditches and drains were first installed in the late 19th century to improve conditions for agricultural cultivation. The Ontario Drainage Act of 1873 gave municipal councils the right to borrow public funds to deepen streams or build drainage improvement systems. The Ontario Tile Drainage Act (1879) was passed to help farmers meet the cost of under draining lands with tile. Up to this time, farmers had drained their fields by running furrows for surface drainage between fields.⁵⁶ Today drains, pumps and drainage ditches are distinguishing features of the low-lying Lakeshore area. Approximately 1000 municipal drains, totalling 1040 km of open and closed drainage systems, as well as 60 municipal pump stations are managed by the Town of Lakeshore.⁵⁷

Changing Demographics - 1940 -

Beginning in the 1940s, suburban development began intensifying along the Lake St. Clair shoreline strip. Former agricultural lots were subdivided into residential and cottage lots with lakefront access resulting in a single tier of houses fronting the water, with limited public access to Lake St. Clair.⁵⁸ It is interesting to note parallels between this residential land use pattern with the original 18th century settlement and survey results. For two centuries, the Lake St. Clair shoreline has acted as a magnet to people seeking waterfront access.

The environmental outfall from this strip development has been the eradication of marshland that historically occurred naturally along the southern Lake St. Clair shoreline. Today, only two marshland areas, vital for support of waterfowl species during spring and fall migrations, are left in this area: Tremblay Beach Conservation Area; and Ruscom Shores Conservation Area

In 1999, the Town of Lakeshore was created with the amalgamation of the Town of Belle River, the Township of Maidstone, the Township of Tilbury North and the Township of Tilbury West.⁵⁹ The establishment of this new municipality can be viewed as a recent example of the post war move

⁵⁴ Thomas F. McIlwraith, *Looking for Old Ontario, Two Centuries of Landscape Change*, (Toronto: University of Toronto Press, 1997), p. 187.

⁵⁵ G. Elmore Reaman, *A History of Agriculture in Ontario, Vol. 2*, (Toronto: Saunders of Toronto Ltd.), p. 172.

⁵⁶ Charles Herniman, Development of Artificial Drainage Systems in Kent and Essex Counties, Ontario, *Ontario Geography* (2), 1968, p. 19.

⁵⁷ www.lakeshore.ca/counciladministration/dsw.asp

⁵⁸ Essex County Ontario Council, *Planning Study Research Report 3*, 1972, p. 4.

⁵⁹ www.countyofessex.on.ca/countyhistory/restructuring_home.asp

towards the creation of regional governments to address rapid increases in population and the need for urban services. A critical social challenge resulting from these amalgamations is creation of a new community identity—a struggle which may be difficult for long-time residents with ancestral roots in these areas.

Today, the Town of Lakeshore could be considered a municipality of commuters. A recent study shows that 81% of Lakeshore residents work outside of the municipality. Most commute to the surrounding communities of Chatham-Kent, Windsor and Tecumseh. Only 19% work in the Lakeshore community.⁶⁰

Agriculture in Lakeshore has changed significantly from the family farm scenario of the 19th and early 20th centuries. Although most of Lakeshore's area is still dedicated to agricultural uses, the nature of farming in this area has changed. An agricultural sector focus group, created for a 2005 economic development strategy study, cited issues such as lands being taken out of production for other uses and financial non-viability of cash crop farming.⁶¹ In 2001, only seven percent of Lakeshore residents worked in agriculture. The largest percentage (44%) worked in the manufacturing sector.⁶²

In the 21st century, Lakeshore's ethnic makeup still recalls its original founding French settlers. In 2001, almost 20% of Lakeshore residents reported being bilingual and speaking French.⁶³ Knowledge of non-official languages included (in descending order) Italian, German, Polish, Spanish, Macedonian, Hungarian, Hindi, Tagalog, Dutch, Croatian, and Serbian.⁶⁴ Lakeshore's changing ethnic makeup can be seen, in a very superficial way, in the profile of service/retail industries found in its communities. Restaurants, motels, and convenience stores are among the services operated, primarily in Belle River, by members of multi-ethnic groups.

Changing demographics and employment patterns have been reflected as well in recent Roman Catholic and United Church closings and parish clustering activities. These events have been deeply traumatic for residents whose community identity is deeply rooted in parish membership and participation and the symbolism of the church building. In the Comber area, St. Andrew's United Church, built in 1915, is now part of the Comber Pastoral Charge, which includes the United Church of Canada at Maple Grove and Strangfield. In Woodslee, Saint John The Evangelist Church has been clustered with St. Mary's in Maidstone.

⁶⁰ McSweeney & Associates, Town of Lakeshore Situation Analysis Report, 2006 Draft, p. 32.

⁶¹ Ibid., p.48.

⁶² Ibid., p.9.

⁶³ Statistics Canada 2001 figures cited in *Windsor-Essex County Development Commission Report*, 2006, p. 4-7.

⁶⁴ Ibid.

For the French Roman Catholic community, the recent closing of churches in St. Joachim, Pointe-aux-Roches, and Comber has been especially traumatic to the extent that the Town of Lakeshore and the Roman Catholic Diocese was taken to court by the citizens groups S.O.S. Églises to prevent demolition of the St. Joachim Church.

3.2.5 INVENTORY OF HERITAGE FEATURES (APPENDICES D.2)

Over a period of four days, an inventory and mapping of heritage features was conducted. Guided by local history research and discussions with local historians and residents, significant sites were located, mapped and inventoried. Two surveys were conducted in the company of knowledgeable local residents.

Archaeological sites were not included in the inventory. This is due in part to a policy change by the Ministry of Culture, requiring author permission to access archaeological reports. The Ministry is also instituting a requirement for municipalities to enter into an agreement with the Ministry as to the use and storage of this information. A strategy for the identification and management of archaeological resources at the municipal level will be included in the Heritage, Arts, Culture Master Plan.

This preliminary inventory was conducted as a beginning step for the creation of a Register of Cultural Heritage Properties. It is planned that this register would accomplish the following objectives as articulated in the Ontario Heritage Took Kit published by the Ministry of Culture.⁶⁵

- ▶ Recognize properties of cultural heritage value in a community
- ▶ Foster civic identity and pride by drawing attention to the heritage and development of a community
- ▶ Promote knowledge and enhance an understanding of a community's cultural heritage
- ▶ Provide easily accessible information about cultural heritage value for land-use planners, property owners, developers, the tourism industry, educators and the general public

⁶⁵ *Heritage Property Evaluation, A Guide to Listing, Researching and Evaluating Cultural Heritage Property in Ontario Communities*, (Queen's Printer for Ontario, 2006), p. 9.

- ▶ Act as a central element of a municipal cultural plan that begins with mapping local cultural resources and then leverages these resources for economic development and community building.

Sites chosen for inclusion on the inventory were guided by the Provincial Policy Statement of the Planning Act 2.6.1, which defines built heritage as:

“One or more significant buildings, structures, monuments, installation or remains associated with architectural, cultural, social, political, economic, or military history and identified as being important to a community.”⁶⁶

As a result of the inventory process, 13 different types of heritage features were mapped and identified, with some features overlapping in more than one character. The identified types included (listed in alphabetical order):

- ▶ **Architecture – Agricultural (AA):** Representative examples of outstanding agricultural features for this area were chosen, including barns, milk houses, windmills, and corncribs.
- ▶ **Architecture – Churches (AC):** An attempt was made to inventory all standing churches/congregations in the Town of Lakeshore, with or without buildings. In this area, religion has historically acted as a unifying community force, which has shaped the built heritage and character of the Lakeshore area population. Therefore it was deemed important to document both historical and contemporary expressions of religious expression.
- ▶ **Architecture – Community Sites (ACS):** Community sites refer to public buildings other than schools and churches. They include banks, stores, municipal buildings and hotels. Identification of these sites, mostly dating to many of which are heavily disguised as a result of renovation, reuse, or neglect. Identification of these sites depended heavily upon local histories and visual identification.
- ▶ **Architecture – Residential (AR):** A comprehensive identification of all historically significant buildings was beyond the scope of this inventory. However, with the assistance of two long-time residents of the Lakeshore area, Mr. Paul Chauvin and Mr. Paul Trépanier, a number of representative buildings in one of the largest settlement areas—the French settlement area were identified. A recommendation

⁶⁶ Ibid., p. 10.

concerning a more comprehensive inventory of buildings, based on settlement areas, will be included in the Heritage, Arts, Culture Master Plan.

- ▶ **Architecture – Schools (AS):** An attempt was made to inventory all standing school buildings, past and present. The location and architecture of schools reflects the demographics of community at a certain point in time. The identification of 19th century schools, some of which are now renovated as residences or have been moved, depended heavily upon the maps in the 1881 Historical Atlas of the County of Essex.
- ▶ **Cemeteries (CEM):** An attempt was made to inventory all European cemeteries. This was helped by accessing the cemetery transcripts prepared by the Ontario Genealogical Society. A number of abandoned cemeteries, known to exist in the Lakeshore area, were not located due to limited of resources.
- ▶ **Cultural Landscapes (CA):** Cultural landscapes were defined according to the Provincial Policy Statement of the Planning Act 2.6.1 as:

“A defined geographical area of heritage significance which has been modified by human activities and is valued by a community. It involves a grouping of individual heritage features...which together form a significant type of heritage form, distinctive from that of its constituent elements or parts.”⁶⁷
- ▶ **Industrial Sites (IS):** The identification of industrial sites was guided by research documents outlining the industrial development of the Lakeshore area. It is hoped that the major sites have been identified.
- ▶ **Museums/Archives Sites (M/A):** All public museums and archives sites, were inventoried.
- ▶ **Natural History Sites (NH):** An attempt was made to identify all significant natural history sites.
- ▶ **Public Monuments (PM):** An attempt was made to identify all significant natural history sites.

⁶⁷ Ibid.

- ▶ **Settlement Areas (SA):** The identification of settlement areas was guided by research documents outlining the settlement history of the Lakeshore area.
- ▶ **Transportation Arteries (TA):** An attempt was made to identify all significant transportation arteries.

3.3 Tourism Development

3.3.1 INVENTORY AND RESOURCE AVAILABILITY

The Town of Lakeshore is one of seven local municipalities within Essex County, Canada’s southernmost county. With its francophone heritage, a growing wine industry and extensive water-based recreation opportunities, tourism is an important industry in Essex County.

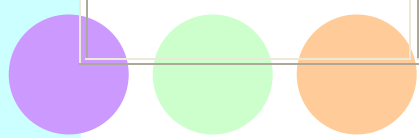
According to Statistics Canada, there are approximately 4,830 businesses serving the tourism sector in Essex County. The majority of these, and in particular the majority of businesses in the foodservice and retail segments, derive only a small share of their total revenue from the tourist segment.

Business Category	Number of Establishments
Accommodation	103
Arts, Entertainment & Recreation	340
Food & Beverage	1,106
Transportation	278
Travel Services	69
Retail	2,094
Other Services	840

Source: Ontario Ministry of Tourism; Statistics Canada Canadian Business Patterns

Within the Town of Lakeshore, the following businesses constitute the principal tourism infrastructure. (Businesses have been categorized using the Premier Ranked Tourism Destination framework.)

Town of Lakeshore		
Business Name	Location	Business Category & Description
King George Hotel	593 Notre Dame, Belle River, ON	Built Recreational/Commercial Infrastructure – Accommodation - Motel Mid Market (no longer exists)
Cooper Court Hotel	561 Broadway, Belle River, ON	Built Recreational/Commercial Infrastructure – Accommodation - Motel Mid Market (no rooms available)



COMMUNITY SERVICES MASTER PLAN

Town of Lakeshore		
Business Name	Location	Business Category & Description
Green Acres Motel & Rental	1680 Cty Rd 22 Belle River, ON	Built Recreational/Commercial Infrastructure – Accommodation - Motel Mid Market
La Petit Dragon Motel	165 First St, Belle River, ON	Built Recreational/Commercial Infrastructure – Accommodation - Motel Mid Market
Stone Garden	582 Notre Dame Street, Belle River, Ontario	Built Recreational/Commercial Infrastructure – Accommodation – B&B
Rochester Place RV, Golf & Marine Resort	981 County Rd.2, Belle River, Ontario	Built Recreational/Commercial Infrastructure – Recreational/Resort Developments – Marina
Belle River Municipal Marina	100 Lake Road, Belle River, ON	Built Recreational/Commercial Infrastructure – Recreational/Resort Developments – Marina
Deerbrook Marina Inc.	1023 County Road 2 St. Joachim, Ontario	Built Recreational/Commercial Infrastructure – Recreational/Resort Developments – Marina
Cove Marina	466 Tisdelle Drive, Lighthouse Cove, Tilbury, Ontario	Built Recreational/Commercial Infrastructure – Recreational/Resort Developments – Marina
Puce River Harbour	930 Old Tecumseh Road, Lakeshore Ontario	Built Recreational/Commercial Infrastructure – Recreational/Resort Developments – Marina
St. Clair Shores Campground	2358 St. Clair Road, Stoney Point, ON	Land based recreation opportunities – camping
Reel Happy Charters	P.O Box 1357, Belle River, Ontario	Water Based Recreation Opportunities – Fishing
Captain Dan Charters	1073 Buckingham Drive, Windsor, ON	Water Based Recreation Opportunities – Fishing
Can-Am Charters	Deerbrook Marina, St. Joachim, ON	Water Based Recreation Opportunities – Fishing
John Freeman Walls Historical Site & Underground Railroad Museum	Conc.6, R.R.#3, Essex, Ontario	Cultural and Heritage Resource Opportunities – Cultural Attractions – Museum
Maidstone Bicentennial Museum	1093 Puce Road, Maidstone	Cultural and Heritage Resource Opportunities – Cultural Attractions – Museum
Comber & District Historical Society Museum	10405 Highway 77	Cultural and Heritage Resource Opportunities – Cultural Attractions – Museum
Tremblay Beach	St. Clair Road, Lakeshore ON	Land and Water Based Opportunities –

Town of Lakeshore		
Business Name	Location	Business Category & Description
Conservation Area		Bird watching Water-based recreation opportunities – swimming/beach
Lakeview Park	100 Lake Road, Belle River ON	Water-based recreation opportunities– swimming/beach; boating. Built Recreational /Commercial Infrastructure – Recreational/Resort Developments – Marina
Ruscom Shores Conservation Area	Surf Club Drive, Deerbrook, ON	Land and Water Based Opportunities – Bird watching
Maidstone Conservation Area	County Road 25	Natural Resource Opportunities – Conservation Area
Big “O” Conservation Area	Elizabeth Street, Comber, ON	Land and Water Based Opportunities – Bird watching
Sunsplash Festival	Belle River BIA	Cultural and Heritage Resource Opportunities – Cultural Attractions - Festivals
Nearby Related Attractions		
Uncle Tom’s Cabin	29251 Uncle Tom’s Road, Dresden, ON	Cultural and Heritage Resource Opportunities – Cultural Attractions – Museum
North American Black Historical Museum	277 King Street, Amherstburg, ON	Cultural and Heritage Resource Opportunities – Cultural Attractions – Museum

3.3.2 TOURISM RESOURCE EVALUATION

A healthy and vibrant tourism sector is obtained when a destination offers:

- ▶ Distinctive core attractions
- ▶ Quality and critical mass
- ▶ Accessibility
- ▶ Suitable and sufficient accommodation
- ▶ Ongoing destination marketing
- ▶ Ongoing product renewal



Of these, the Core Attraction is the most critical element. It represents the features, facilities or experiences that act as the primary motivator for most travel to the region. The Core Attraction may vary by season (e.g. golf in summer, skiing in winter) and it may be either a single asset (e.g. the Grand Canyon) or an assembly of experiences. The shopping, dining, farmers market, outlet mall, and heritage attractions of St. Jacobs would not, individually, constitute a core attraction, but taken together they do. To be successful, tourist destinations must offer sufficient Core Attractions to sustain interest for at least 24 hours, and Core Attractions should be offered throughout the year.

Critical mass is required to draw visitors from distant markets, to lengthen the average stay, and support the experience offered by the Core Attraction. Critical mass requires both On-Theme Activities (i.e. attractions and activities related to the Core Attraction) as well as Generic Activities. Shopping, dining and entertainment opportunities are particularly important Generic Activities, as they rank high on the list of desired activities for most tourist market segments regardless of the Core Attraction.

A successful tourist destination offers accommodation across a range of price points, quality and service offerings. The ability to provide overnight “fixed roof” accommodation (e.g. hotels, motels, bed & breakfasts, resorts) is critical to the success of any tourism strategy, as it broadens the market beyond the “day trip” category and greatly enhances the economic impact. Accommodation partners also add to the available destination marketing resources, as they typically invest far more than foodservice and retail establishments in non-local marketing.

Based on our review of available research reports and our interviews with tourism stakeholders, we believe that the major Core Attraction for the Town of Lakeshore is Water-Based Recreational Opportunities, in particular Sport Fishing and Boating. Culture and Heritage operations, while limited, can be considered a secondary or Supporting Attraction.

.1 Sport Fishing Opportunities and Challenges

Profile of the Sport Fishing Tourist

Based on information presented in the Travel Activities and Motivation Survey (“TAMS”), we can compile the following profile of the Hunting & Fishing enthusiast:

- ▶ 4.5% of Canadian population and 5.3% of American population
- ▶ 5.1% of Canadian travelers and 6.0% of American travelers
- ▶ Average age 42.5 years. 75% are between the ages of 26 to 55

- ▶ 46.4% university or college education
- ▶ 55.8% employed, 14.7% self-employed, 14.0% retired

Hunting & Fishing enthusiasts show a generally low propensity to participate in other activities while traveling. Cultural & Entertainment activities such as shopping & dining, museums & historical sites, concerts, carnivals & festivals are of relatively little interest to this market segment, although they do show a somewhat higher than average interest in French Canadian cultural experiences. They also showed relatively low interest in other Outdoor Activities such as golf or sightseeing.

We understand that the sport fishing in Lake St. Clair, and in particular on the Ontario side of Lake St. Clair in proximity to the Town of Lakeshore, is of high quality. Musky fishing, often described as “the fish of a thousand casts” has improved dramatically in recent years, with charter boats now reporting in excess of a dozen fish landed per day during the peak season. Sport fishing can be considered a Core Attraction for the following reason:

- ▶ It offers a high quality, memorable experience
- ▶ It is more accessible to the large urban markets of Michigan and Ontario than other highly-regarded sport fishing locations offering a comparable experience (e.g. St. Lawrence River, French River)

However, Ontario’s sport fishing operators in the region face a number of challenges, including:

- ▶ ***A Declining U.S. Market:*** Tighter border security, delays and confusion over document requirements have contributed to a decline in US visitation to virtually all tourist operations in the region, and this trend has been evident in the decline in US sport fishing visitors.
- ▶ ***Fisheries Management Practices:*** The fisheries management practices of Ontario’s Ministry of Natural Resources are more onerous than those of the US border states. Restrictions on the use of live bait, daily catch and possession limits put Ontario charter boats at a competitive disadvantage.
- ▶ ***Charter Boat Requirements:*** similarly, it is more expensive to operate a charter boat in Ontario than in the nearby US border states.
- ▶ ***Increased Competition From U.S. Operators:*** The decline in the salmon fishery in Lake Huron has led to many US charter boats focusing their efforts on Lake St. Clair.

- ▶ **Infrastructure and Capacity:** many of the commercial marinas in the area have the majority of their land based infrastructure located south of the railway line, limiting the size of boat that can access their docks and launch ramps. Additionally, many of the marinas and campgrounds are focused primarily on seasonal, as opposed to transient use, with the majority of their campsites and dock slips rented to the same client for the entire season. This type of utilization typically generates less direct and indirect economic spin-off for the community than the transient tourist.

The lack of critical mass in sport fishing operations means that Lake St. Clair fishing opportunities receive relatively little attention from the Ministry of Tourism. In fact, the only references to Lake St. Clair fishing on the Ministry of Tourism website are advertisements placed by operators such as Deerbrook Marina. Sport fishing on Lake St. Clair also suffers from a lack of promotion in comparison to other sport fishing destinations in the province. For example, the Ontario Muskie Alliance is a group of twenty sport fishing operators in three separate regions of Ontario – North-western Ontario, Georgian Bay/Lake Nipissing and the Kawartha Lakes. This group has received considerable support from the Ontario Ministry of Tourism to promote fishing opportunities in its regions, and to promote specific fishing packages for its members. Lake St. Clair is not even mentioned as a muskie fishing destination on this site, and there are no packages or links to any marina, charter boat or guiding operations in the area.

The outlook for sport fishing in the region, therefore, is mixed. For the charter boat operators and recreational anglers, there are a number of challenges. Many American anglers are now using charter boats from Michigan or Ohio for their outings on Lake Erie or Lake St. Clair, rather than traveling to Essex County and using an Ontario charter boat. Charter boat captains interviewed for this study reported that American anglers, once representing between 50% and 70% of their clientele, now represent less than 10%. A similar trend was reported by the marina operators catering to the independent angler (i.e. those with their own boat and equipment). Finally, rising fuel costs and the recent strength of the Canadian dollar are a problem for all tourism operators catering to American visitors. While much of the lost traffic from the US has been replaced with Ontario boaters and anglers, rising fuel costs also present a challenge in attracting domestic visitors from the Greater Toronto Area and beyond.

The outlook for tournament fishing, on the other hand, is somewhat more positive. The changing regulations regarding live bait and daily catch limits do not impact tournament anglers. Those that participate regularly on the tournament circuit are generally quite knowledgeable regarding documentation requirements, and the WHTI has not yet had any apparent impact, although this may change with the implementation of new document requirements for land crossings in 2008. The major challenges facing tournament fishing on Lake St. Clair are rising fuel costs and the

strengthening Canadian dollar, which may adversely affect those traveling from the US or from more distant locales in Ontario.

.2 Heritage Tourism Opportunities and Challenges

Profile of the Culture and Heritage Tourist

The Heritage Enthusiast is defined as a tourist whose recent leisure trips to or in Canada included at least four of the following activities:

Aboriginal cultural experience in a rural setting	Western theme events
Pow Wow or other aboriginal celebration	Farmers fair or market
Aboriginal attraction	Local festival or fair
French Canadian cultural experience	Childrens' museum
Carnivals such as Caribana	General history museum
Historical replicas of cities/towns	Science or technology museum
Historic sites	Pick your own farms/harvesting

Heritage Enthusiasts constitute approximately 10% of the total population. They are slightly older than the typical tourist – 45 years of age versus 43, but are somewhat more affluent, with an average household income approximately 9% above the norm for all leisure travelers.

In terms of other vacation activities, this segment tends to gravitate towards low impact, soft adventure outdoor pursuits such as wilderness hiking or wildlife viewing.

The US border states account for a disproportionate share of American Heritage Enthusiast visitation to Canada. While just 18% of the US population resides in the border states, 28% of US Heritage Enthusiasts who visit Canada live in the border states. The popularity of Ottawa, Montreal and Quebec City as culture and heritage destinations, and their proximity to the US border states, accounts for the high incidence of American heritage visitors. The challenge with the US market is that Canada is still primarily perceived as a destination for outdoor activities. For the American market, and in particular for the long-haul market, Canada is not viewed as a strong destination for experiencing different cultures, historic sites or significant places in history.

While Essex County offers a number of cultural and heritage attractions, it lacks the critical mass to be perceived by both the Canadian and US markets as a competitive destination for Culture and Heritage tourism. The attractions are, for the most part, small in scale with relatively short average length of stay. One notable exception would be the collection of attractions known as Ontario's Black Heritage Route, which includes attractions related to the Underground Railroad. The John Freeman Walls Historic Site and Underground Railroad Museum is featured on the Black Heritage



Route, along with other Essex County attractions such as the North American Black Historical Museum and Fort Malden National Historic Site in Amherstburg and Uncle Tom's Cabin in Chatham-Kent.

There are a number of challenges that must be addressed in order to increase visitation from Heritage Enthusiasts, and most are directly related to funding. Many of the attractions on the Black Heritage route are seasonal and all operate with very limited marketing resources. The attractions are modest in scale, with an average length of stay typically under two hours. The programming and content limit the opportunity for repeat visitation. Only the most passionate enthusiasts visit all of the venues on the Black Heritage Route.

While Black Heritage is arguably the regions most significant cultural and heritage asset, francophone culture is an integral part of the history of Essex County, and it is estimated that 4% of the population still retains strong francophone roots.

The largest challenge facing cultural and heritage attraction in the Town of Lakeshore is that similar attractions are available elsewhere in the region, often more competitively positioned i.e. they enjoy a higher profile, or benefit from greater critical mass. With many of the more noteworthy Black Heritage and French Canadian cultural attractions located outside of the Town of Lakeshore, it will be difficult to build tourism traffic to the Town based on its heritage attractions.

.3 Festivals, Events and Tournaments

Festivals, special events and sports tournaments are an increasingly important tourism demand generator in many communities. Over 3,000 festivals, events and fairs take place in Ontario every year. Ontario promotes these festivals and events on the www.ontariotravel.net consumer web site using the following major categories:

- ▶ Celebrate the Seasons
- ▶ Celebrate the Arts
- ▶ Celebrate the Sporting Life
- ▶ Celebrate Heritage and Culture
- ▶ Summer Festivals



Of relevance to this Tourism Development Master Plan is the impact of out-of-town visitors to festivals and events, the higher level of spending of participants (e.g. exhibitors, performers) over attendees and higher spending within certain age groups.

Non-local Visitor Profile	Average Expenditure per Person
Non-local, Ontario visitors within 80 kilometres of event	\$73
Non-local, Ontario visitors 80 km or more from event	\$196
Attendee or spectator	\$133
Participant or with participant	\$217
Under 25 years old	\$175
25-34 years and 45 – 54 years old	\$135
35-44 years	\$128
55- 64 years	\$156
65 years and over	\$167

Source: 2003 Festivals and Events Ontario Economic Impact Survey, Enigma Research 2004

As these statistics clearly indicate, events that encourage a large number of participants (for example, the National Music Festival, with thousands of participants and family members) and those that capture visitors from outside the “daytrip” market have the greatest potential economic impact.

Many festivals and special events are built around a generic theme – jazz and comedy festivals are commonplace. However, many of the most enduring and successful events are built around themes that are unique to the geography, heritage and culture of the region. Kitchener’s Oktoberfest, Kapuskasing’s Lumberjack Heritage Festival and the Elmira Maple Syrup Festival are three such events, which draw as many as 50,000 people per day.

Festivals and events provide an opportunity to celebrate local heritage and culture, build community pride, support volunteerism and philanthropic causes, and generate traffic for local business. While the majority of visitation for festivals in Ontario is from the local and day-trip market, they remain an important element in a municipal tourism strategy by encouraging residents to become a “tourist in your own town”, fostering a greater awareness of the cultural, heritage and recreation opportunities available in the community. Festivals also help to retain discretionary entertainment dollars that might otherwise be spent outside of the community.



.4 *Transient Accommodation Facilities*

Transient accommodation is generally categorized as “fixed roof” which includes hotels, motels, bed & breakfasts, lodges, resorts; or campgrounds which include both traditional and RV camping facilities. A strong tourist destination must offer a variety of accommodation options across a range of type, quality, and price. The accommodation must be conveniently located relative to tourism demand generators, and should include brands that are well recognized within the desired target markets.

The availability of transient accommodation is generally considered a pre-requisite for tourism development. Without adequate accommodation, visitation is generally limited to the following segments:

- ▶ day trip market – those residing within 80 kilometres of the destination
- ▶ side-trip market – tourists that are staying overnight in another destination, and travel to the area to visit a local attraction
- ▶ VFR market – those visiting friends and relatives.

The economic impact of these segments is quite limited in comparison to the overnight visitors using commercial accommodation.

Local attractions and others serving the tourism market (such as restaurants and retailers) are reluctant to advertise outside of the local or regional market unless cooperative marketing programs can be developed with local accommodation partners.

The Town of Lakeshore has a limited transient accommodation inventory. With just four limited service motels and no significant banquet or conference facilities, the ability to attract group business (e.g. bus tours, conventions, sports tournaments) is very limited. The majority of demand for these properties comes from commercial business travelers and independent tourists.

It would appear that very little marketing is done to attract tourist travelers to accommodation properties in the Town of Lakeshore, particularly by the local motels. We note that only two of the local motels are members of the BIA, and that none of the local motels are listed in the Windsor & Essex County Convention and Visitors Bureau.

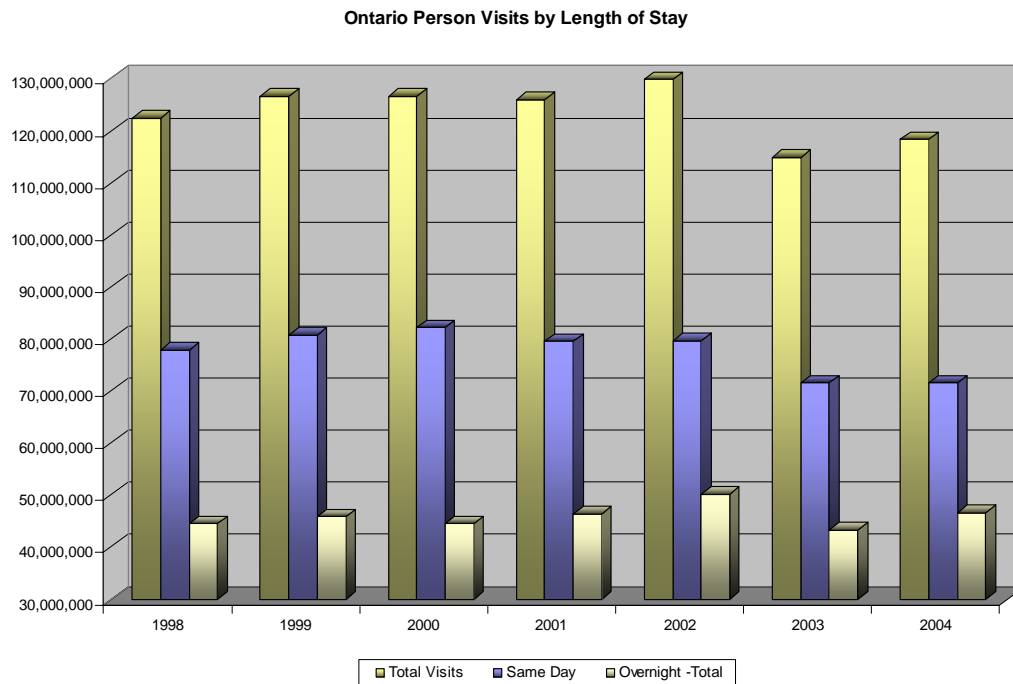
The outlook for the accommodation sector in the region is not encouraging. According to Smith Travel Research, commercial accommodation operations in the region achieved an annual occupancy rate of 52.3% in 2006, down from 53.3% in 2005. The performance of the automotive

sector, reduced US visitation, and increased competition from American casinos has contributed to the negative trend reported in recent years. The break-even point for profitable hotel operation is generally regarded as 65% annual occupancy or better. Given the current level of demand, the prospects for new hotel development are limited.

3.3.3 PARTICIPATION AND UTILIZATION PROFILE

.1 Visitor Volumes and Trends

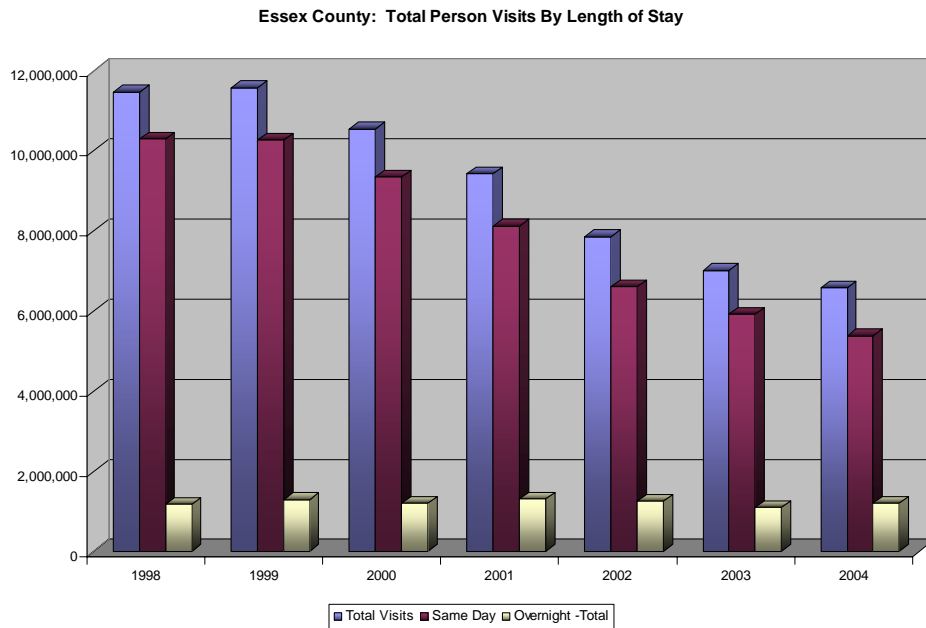
Ontario’s tourism sector sustained a number of shocks during the past six years, beginning with the world-wide downturn in travel following the terrorist attacks on September 11, 2001. Travel, and in particular overnight travel, rebounded in 2002, only to suffer a precipitous decline in the following year as SARS, West Nile Virus, BSE, a strengthening Canadian dollar, rising fuel costs and the war in Iraq combined to create the “perfect storm” for Ontario’s tourism sector. Total tourism receipts have increased modestly since 2003, due in large part to the efforts of cities such as Toronto and Ottawa in attracting high-yield European and Asian visitors. However, for the vast majority of Ontario tourism operators that rely on domestic and American visitors, there has been little improvement in the past five years.



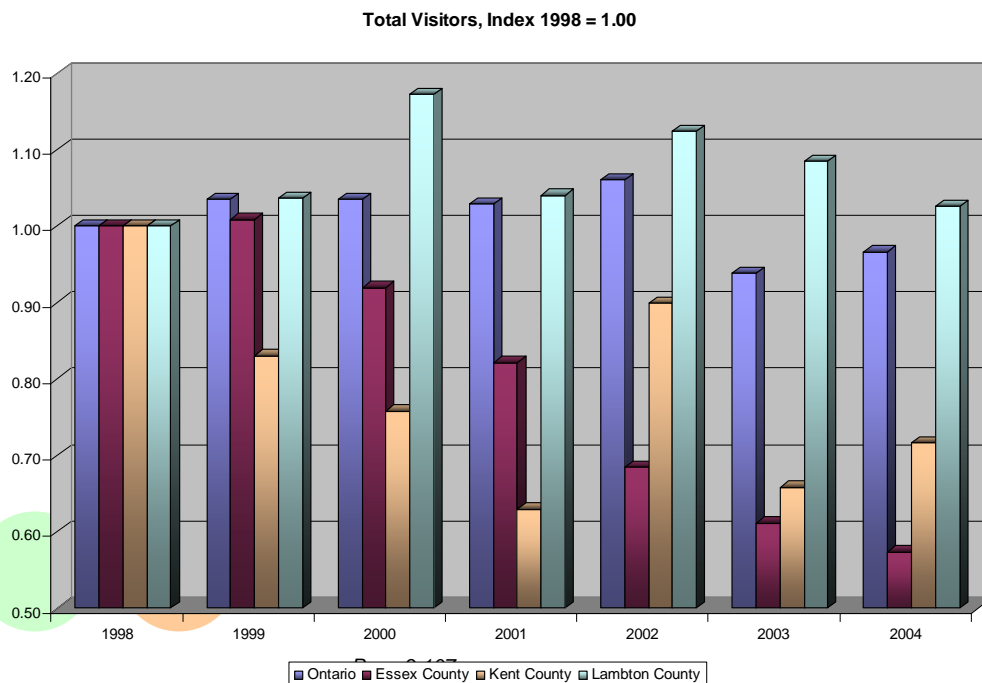
As seen in the preceding chart, Ontario’s tourism sector was expanding prior to 2001, and has seen some recovery from the shocks experienced that year and in 2003. Trends in Essex County,

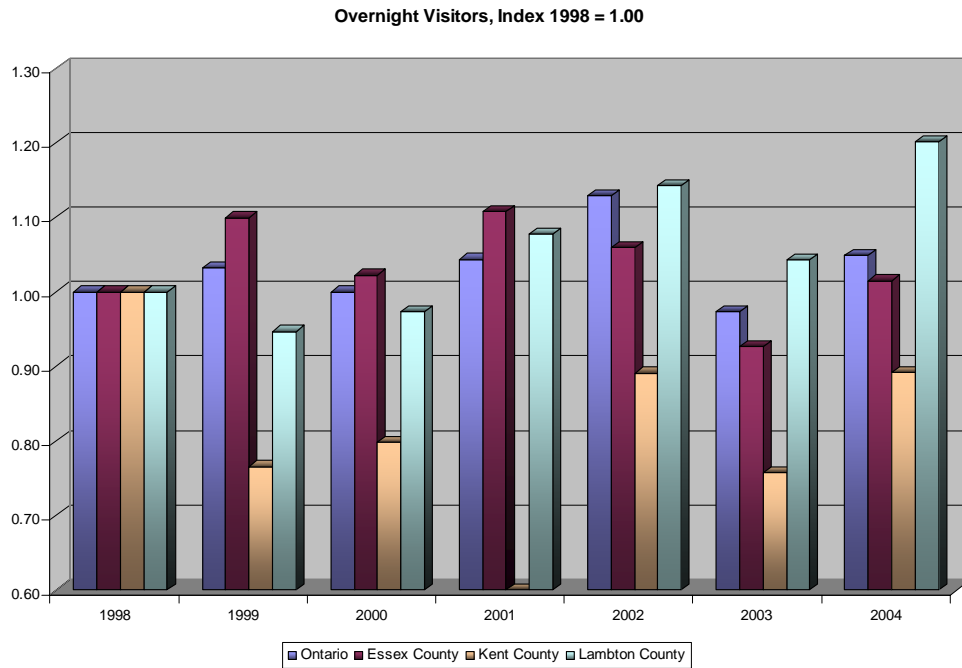


however, have been consistently negative during the same time period as seen in the following chart.



To put the numbers in perspective, we have set travel volumes in 1998 as an Index = 1.00. To better judge the performance of Essex County's tourism sector, we have provided the same statistics for neighbouring Kent and Lambton counties. From a regional perspective, Lambton County outperformed its neighbouring counties, and consistently outperformed the provincial growth rates. Kent County, on the other hand, suffered disproportionately from the downturn in tourism traffic.





Visitation to Essex County has always been dominated by same-day traffic – in 1998 same day traffic accounted for 90% of total visitation, versus 64% for the province. The County has been especially hard hit by the decline in same day traffic, and in particular from same-day American visitors. Increased border delays following 9/11, the strengthening Canadian dollar and the availability of casino gambling in downtown Detroit have all adversely affected same day visitation. In 2004, same day traffic had declined to 82% of total visitors, versus 61% for the province as a whole. This is not necessarily bad news for the Town of Lakeshore – the increased focus by the Ontario Ministry of Tourism on domestic visitors, and in particular overnight domestic visitors, bodes well for future tourism travel to the area. In the important Overnight Visitors category, traffic recovered following the dramatic province-wide decline in 2003, and 2004 volumes were marginally ahead of 1998 levels.

.2 Visitor Origin and Purpose of Trip

Between 1998 and 2004, visits by Canadians to Essex County increased by 41%, from 1.37 million to 1.92 million. During the same period, visits from the United States dropped by 54%, from 10.1 million to 4.6 million. Most of this decline occurred in same day visitation, as seen in the following table.



	1998	1999	2000	2001	2002	2003	2004
Total Visits from Canada	1,365,898	1,886,175	1,859,537	1,848,590	1,636,918	1,742,027	1,923,938
Percent of Change		38.1%	-1.4%	-0.6%	-11.5%	6.4%	10.4%
Overnight Visits from Canada	588,513	739,136	683,142	770,509	679,340	620,252	716,211
Percent of Change		25.6%	-7.6%	12.8%	-11.8%	-8.7%	15.5%
Total Visits from U.S.	10,077,691	9,654,405	8,695,987	7,555,028	6,202,027	5,246,379	4,619,497
Percentage Change		-4.2%	-10.3%	-12.8%	-17.9%	-15.4%	-11.9%
Overnight Visits from U.S.	573,974	533,624	505,405	512,136	556,535	456,485	458,273
Percentage Change		-7.0%	-5.3%	3.1%	6.8%	-18.0%	0.4%

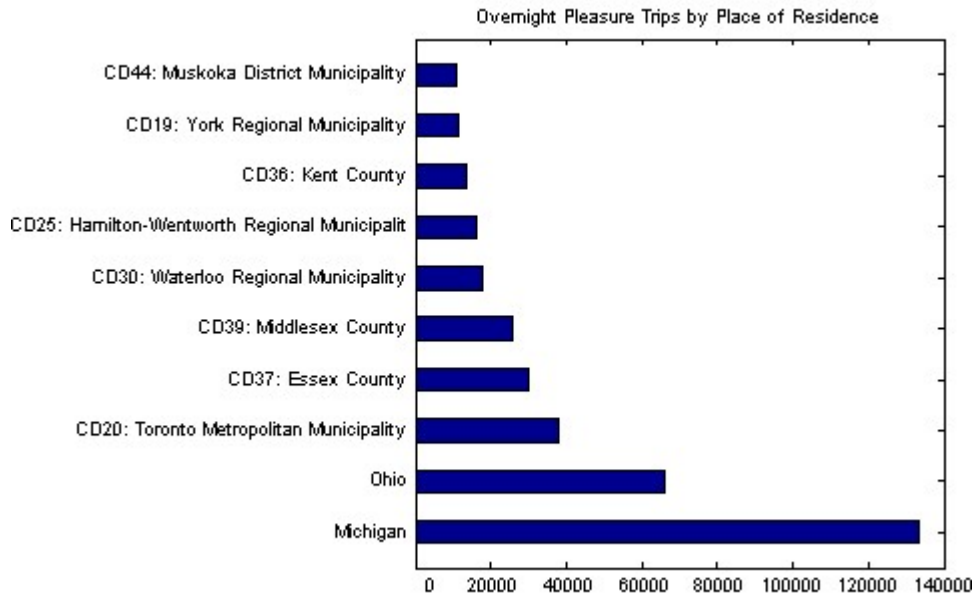
Given the increasing challenges associated with the US leisure market, the Ontario Ministry of Tourism has put additional emphasis on domestic overnight travel since 2001. Essex County tourist traffic appears to have responded positively to this new focus, as seen in the following table.

Title/Year	1998	1999	2000	2001	2002	2003	2004
Overnight pleasure (Canada)	131,081	183,529	185,370	201,272	171,597	181,662	212,522
Overnight VFR (Canada)	321,209	359,120	282,926	361,867	358,247	337,099	349,452
Overnight business (Canada)	98,902	156,849	142,548	158,321	81,984	47,035	73,449
Overnight pleasure (US)	293,453	274,564	253,525	259,935	275,676	225,888	224,561
Overnight VFR (US)	155,625	133,543	125,494	133,173	139,967	115,135	115,083
Overnight business (US)	37,869	26,838	26,559	27,959	32,028	25,957	25,260
Overnight pleasure (Other Countries)	5,425	7,516	4,606	5,690	3,323	4,793	8,451
Overnight VFR (Other Countries)	8,595	12,573	8,837	5,364	7,591	7,253	9,371
Overnight business (Other Countries)	565	588	955	925	720	2,028	2,642

Visitation to Essex County, 1998 – 2004. Source: Ontario Ministry of Tourism



The top ten markets for Overnight Pleasure Visitors to Essex County are shown in the following chart:

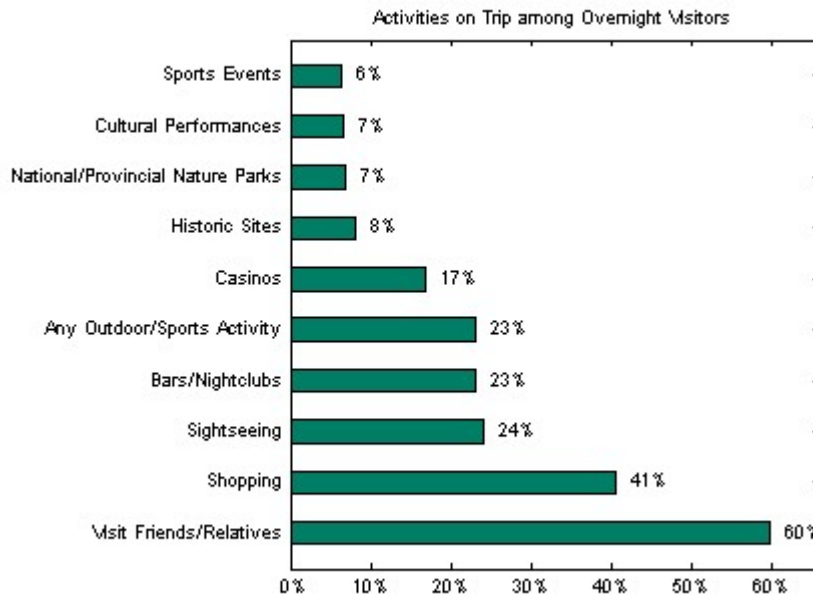


In terms of accommodation, 27% of overnight visitors chose roofed commercial lodgings such as hotels, motels, resorts, B&Bs and commercial cottages. Approximately 4% chose local campgrounds or trailer facilities while 54% used private homes or private cottages. These numbers compare generally to the provincial averages of 27%, 8% and 58% respectively. Of those visitors choosing fixed roof accommodation, 53% were residents of Ontario and 37% were residents of the United States.

.3 Visitor Activities and Expenditures

The importance of the VFR (“visiting friends and relatives”) market is clearly highlighted in the following table: (note that visitors can participate in more than one activity per trip).





Same day and overnight visitors to Essex County spent approximately \$628 million on tourism related expenditures, including lodging, foodservice, transportation, entertainment and retail in 2004, the last year for which statistics are available.

.4 Western Hemisphere Travel Initiative

In 2005 the U.S. Departments of State and Homeland Security announced the Western Hemisphere Travel Initiative (WHTI), which will require all travelers to and from the Americas, including the United States, Canada and Mexico, to carry a passport or other accepted document(s) to enter or re-enter the United States.

The Conference Board of Canada has estimated that this could reduce overnight travel to Canada by Americans by 1.6 million trips, with Ontario bearing the brunt of the loss. A significant share of this lost visitation is in same day travel, and regions such as Essex County could bear a disproportionate share of the lost traffic.

The WHTI is expected to also reduce trips by Canadians to the US and encourage some substitution with Canadian travel. However, the net effect is still a significant loss of US travel should this Initiative go through without further amendments.



3.3.4 ORGANIZATION

Tourism development at the municipal level typically falls under the economic development department or agency. The level of effort or resources attached to tourism development is generally reflected in the priority given to tourism in the corporate strategic plan. Tourism marketing at the municipal level is typically delivered by one or more of the following strategies:

- ▶ Through the economic development department or agency;
- ▶ Through a generic business alliance (e.g. Chamber of Commerce, Board of Trade or BIA)
- ▶ Through a tourism-specific business alliance, typically a Visitor and Convention Bureau

The Town of Lakeshore promotes tourism development and tourism visitation through its economic development department and through its corporate web site. The Belle River BIA, as the organizers of the Sun Splash Festival, also plays a role in local tourism promotion.

3.3.5 PUBLIC CONSULTATION

During the course of our research for this Tourism Master Plan, we consulted a broad cross section of public and private sector stakeholders directly or indirectly engaged in supporting tourism activity within the community. Our interviews included representatives of the Town of Lakeshore, marina, campground and golf course operators, heritage attraction operators, business groups, minor sports organizations and fishing outfitters. The input received from this consultation process has been incorporated into our findings and conclusions. The principal messages are summarized below:

- ▶ Ontario sport fishing operators have seen a considerable decline in their US clientele, due to increased border security (and the attendant delays), and fisheries management practices in Ontario. Higher operating costs are also having an adverse impact on sport fishing operators.
- ▶ Camping and marina facilities are largely geared to “full season” rentals, with a relatively small percentage of total demand coming from short-term transient campers and boaters. The exception occurs during the peak fishing season.
- ▶ Cultural and heritage attractions have very modest budgets for marketing, programming and new developments. Cutbacks to federal government sponsorship

and heritage programs have adversely affected many cultural and heritage attractions.

.1 Conclusions and Strategic Themes

Key Observations and Conclusions

Enhancing the Town's tourism sector must be viewed as a long-term objective, and a secondary element in the Town's economic development strategy. Improvement is required in the following areas:

- ▶ Accommodation offerings are limited, with no full service branded hotels or motels available
- ▶ Core and supporting attractions are limited and not widely promoted
- ▶ Awareness and utilization of cultural and heritage attractions amongst the local population is relatively low
- ▶ Destination marketing resources are severely limited
- ▶ Core and supporting attractions face strong competition from other areas in the County, in the province and in the US border states that offer a critical mass of similar attractions
- ▶ Tourism activity is primarily limited to the summer season
- ▶ Visitation is dominated by day trip and side trip activity
- ▶ The sport fishing segment faces considerable challenges in comparison to US operators due to fisheries management practices and other regulatory constraints
- ▶ The US market, once a significant source of demand for core attractions, has declined significantly over the past decade, and further declines are anticipated

Without a significant increase in the available tourism infrastructure, and in particular the provision of modern full service transient accommodation, tourism activity will remain limited. As most new lodging development relies on commercial travel for the majority of its demand, new transient accommodation development will likely remain focused on the Windsor market for the foreseeable future. The one notable exception is the proposed resort development in Lighthouse Cove, which represents the only realistic opportunity for resort development in the foreseeable future.

.2 *Strategic Themes*

While tourism activity may never become a major source of economic activity for the Town of Lakeshore, there are opportunities to further the development of this sector and increase the level of tourism activity. We have identified four areas of focus that we believe should be addressed by the Town.

Enhanced Corporate Marketing

The internet has become an increasingly important source of tourist information. While the Town's website does provide information on area attractions, its value as a tourist information source could be enhanced with relatively modest changes.

Festivals, Events and Sports Tournaments

Festivals, events and sports tournaments can be an important and viable element of a municipal tourism strategy, as they usually require little in the way of new infrastructure. By using existing facilities (typically parks and recreation facilities), such events can generate increased visitation to the community, generate incremental spending for local business, and create enhanced awareness of what the community offers. To support increased festival, event and sports tournament activity, the Town should consider:

- ▶ Providing operational and/or marketing grants to existing festivals such as the Sunsplash festival, to enhance event programming and marketing efforts aimed at increasing non-local visitation.
- ▶ Encouraging capacity development in its community organizations. Most successful events, including festivals and sports tournaments, are run by volunteer organizations. The Town can encourage such groups to consider staging events in Lakeshore by ensuring that the permit and approval process is straightforward and efficient, and by providing municipal support services on a low cost or in kind basis.
- ▶ Expanding and upgrading Lakeview Park to support festival and event operations. The ability to stage a major festival in a waterfront setting is something very few municipalities can offer, and the Town's long-term capital plan for Lakeview Park should consider the type of services, amenities and landscaping that would facilitate the staging of major festivals.



Culture and Heritage Attractions

Culture and heritage attractions operate with limited management and marketing resources, and face strong competition from other similar attractions in the region. The Town can assist its cultural and heritage attractions through the provision of grants to expand programming and increase marketing efforts aimed at non-local visitation.

Enhanced Local Market Awareness

The community household survey referenced in Section 2.5 highlighted the relatively low awareness of the cultural and heritage attractions in the Town. Given the importance of the VFR market, this suggests that those traveling to Lakeshore to visit friends and relatives are not being exposed to these attractions during their stay. The Town should consider initiatives to support enhanced local awareness and utilization of its cultural and heritage assets. Such initiatives could include grants for local area marketing, or more ambitious initiatives such as participating in Doors Open Ontario. It may be beneficial to join the Doors Open program offered in Chatham Kent, which includes the Uncle Tom's Cabin historic site.

The challenges facing the sport fishing sector are due to regulatory or management practices of senior governments that fall outside of the Town's control. However, the Town should support efforts by local tourism operators to address these concerns by adding its voice to lobbying efforts aimed at the provincial and federal governments.



PART 4 SITUATIONAL ANALYSIS CONCLUSIONS AND STRATEGIES

4.1 Observations

The following material consolidates the observations and outcomes associated with each of the sections within the Situational Analysis Report for the Community Services Master Plan for the Town of Lakeshore.

4.1.1 COMMUNITY PROFILE

.1 *Community Structure*

- ▶ The Town was formed in 1999 based on the amalgamation of the Town of Belle River and the Townships of Maidstone, Rochester, Tilbury North and Tilbury West.
- ▶ Primarily a rural landscape that has extremely limited tree cover highlighted by 35 kilometres of waterfront on Lake St. Clair which is primarily in private ownership.
- ▶ The community is traversed on an east-west axis by Highway 401, with four major intersections that are evolving as possible development nodes.
- ▶ The community is also traversed by the CNR main line from Toronto to Windsor and a separate VIA line, both running through the developed area of the community. The CN line typically defines the southern development limits of the larger urban areas in the northwest part of Lakeshore. The VIA line could be closed in the future and represents an outstanding linear trail corridor opportunity.
- ▶ The northwest area is also the site of the closed Maidstone landfill, which is over 16 hectares of land with varying elevations and use constraints due to leachate and related issues.
- ▶ A landscape that is relatively flat with systems of canals and rivers that run from the interior on a north-south axis into Lake St. Clair forming potential canoe and trail corridors.
- ▶ Urban development is principally located within one kilometre of the waterfront with several residential development nodes in Woodslee, Comber and Staples in the interior.

- ▶ External market and leisure services relationships exist in the southern area of the community with Tilbury in the Municipality of Chatham-Kent and to the south with the Town of Essex, along with some interaction with the Town of Tecumseh services to the west.
- ▶ The majority of the residential population growth has occurred over in the last ten years, primarily within the northwest area of the community. Though some other areas are scheduled for growth, development is primarily directed through the Official Plan to this area of Lakeshore.

.2 *Population Demographics*

- ▶ The population of Lakeshore has grown from 29,968 in 2001 to approximately 33,500 residents in 2006, an increase of over 3,500 individuals in five years or 700 individuals per year.
- ▶ From a longer term planning perspective, the population is anticipated to grow from 33,500 in 2005 to 61,900 in 2031. This is an increase of 28,400 or 85% of existing population.
- ▶ Between 1986 and 2001, the following population age profile evolved as follows:
 - The 55 to 65 plus year olds remained relatively the same proportion of the population at 9% and 10% respectively.
 - The 45 to 54 year old population went up by 50%, from 10% to 15% of the total population.
 - The 35 to 44 year old population went up by three percentage points.
 - The 20 to 24 year old population declined by six percentage points from one-quarter of the population to 18%.
 - The 0 to 19 year old component of the population declined 4% from approximately one-third of the population in 1986 to 30% of the population in 2001.
- ▶ An aging population profile was identifiable in the population during that period. Future projections have the following age profile for the Town of Lakeshore population for the 2006 to 2026 period:

- The 65 plus year old component of the population will increase by 66% from 9% to 15% of the total population.
 - The 55 to 65 year old population cohort will remain relatively constant as a percent of the total population.
 - The 30 to 54 year old component of the population will decline six percentage points, from 40% of the population to 34% of the population.
 - The 19 to 29 year old component of the population will remain relatively stable between 13% and 15% of the population.
 - The 0 to 19 year old component of the population will decline by approximately four percentage points from 27% to 23% of the population. The decline in the youth population proportionality since 1986 to 2026 will be from one-third to only one-fifth of the population.
-
- ▶ Lakeshore has comparatively low levels of immigrant and visible minority populations when compared to the province as a whole, 9% Lakeshore residents were born outside of Canada compared to 26.8% for Ontario. Visible minorities represented 2.4% of the population compared to 19.1% in Ontario in 2001.
 - ▶ Average income for persons in Lakeshore is \$41,504 in 2001, which is \$7,300 (21%) higher than the provincial average of \$34,185, reflecting more disposable income.
 - ▶ Lakeshore residents had higher labour participation and employment rates than the province as a whole, 70.4% for Lakeshore versus 67.3% for the province.
 - ▶ Approximately 9,900 households exist in Lakeshore of which 42.6% contained a couple with children, compared to 32.6% for the province, indicating a younger family profile. Couples in households with no children represent 31.6% of Lakeshore households compared to just over 28% of provincial households, which is a much closer relationship.
 - ▶ From 1991 to 2001 the total number of dwelling units increased in Lakeshore from 7,465 to 9,895, up 25%. The majority of residential development is low-density, single dwelling units, which constitute 95% of the housing stock, with the percentage of medium and high-density dwelling units decreasing from 9% to 5% of the housing stock over that period.

- ▶ The existing number of dwellings in 2005 is 7520 with a demand for 9690 addition units by 2031.

4.1.2 COMMUNITY SERVICES DELIVERY AND RESOURCING

- ▶ A distributed leisure services delivery model exists in the Town, with local parks and halls / community centres and branch libraries located in most of the smaller settlement areas.
- ▶ Larger recreation facilities are located in Belle River, such as Lakeshore Soccer Complex, the Belle River Arena and Lakeview Park and Marina, which is the most significant municipally-owned waterfront area.
- ▶ The Town has a series of operational relationships which focus on sole or mixed service delivery responsibilities across the community. The Optimist Club of Belle River operates Optimist Park in Belle River and the Lakeshore Minor Soccer Association operates the Lakeshore Soccer Complex. Local groups undertake service delivery in Comber, Stoney Point, St. Joachim, Lighthouse Cove and Woodslee. The municipality has some service delivery responsibilities in terms of the Millen Community Centre and Park. March Break and Summer Children's Programs in Comber and Belle River.
- ▶ The Town has a series of contracts that are uniquely different from one another for the operation of the various venues that it owns. There has been no standardization of this particular dimension, with many of the contracts being from the pre-amalgamation era.
- ▶ The vast majority of leisure programming and services delivery, as well as cultural services, is undertaken by volunteer Boards of Directors and non-profit organizations for hockey, baseball, soccer, museums and a host of other leisure facilities and services. The volunteer nature of this service delivery structure is fairly typical in Ontario at a programming level and is the backbone in order to ensure a wide range of services availability.
- ▶ The Municipality's contribution through municipal property taxes to parks, recreation and culture services has declined for the last three years by approximately 30% primarily due to expenditure reductions. The current coverage ratio of revenues to



expenses is just over 70%, resulting in a net investment by the community of approximately \$538,000 per year.

- ▶ The Department Policies assessed for this Master Plan cover a significant array of topics, but are almost universally associated with operating procedures and practices. There is a limited formal policy framework for services development, municipal involvement and allocation initiatives related to the Town's role in parks, recreation and culture services.
- ▶ The Community Partnership Fund is a primary vehicle for allocating financial resources to leisure programs and services and special events based on strong eligibility and expectations framework. The Fund can contribute approximately \$75,000 to \$85,000 a year of municipal support that leveraged into three and four times that amount in terms of final investment levels.
- ▶ The 2007 net per capita expenditure for Town parks, recreation and culture expenditures is \$16.06 per individual, down from \$27.07 per resident in 2005. This is a lower level of investment compared to what municipalities often expend, which can range from \$25.00 to \$50.00 per capita.
- ▶ The Community Services and Development Department has responsibility for the Town's delivery of parks, recreation and leisure services. Currently, the staff positions involve:
 - A Recreation & Facilities Services Manager;
 - A Facilities Supervisor;
 - A Recreation Coordinator/Event Planner;
 - Arena staff.
- ▶ Park maintenance is undertaken through a variety of strategies, including local groups, contractors and municipal forces.
- ▶ Utilization levels of major facilities are identified as follows:
 - The Belle River Arena has over 95% occupancy of its prime time, which indicates full use of the facility.



- Baseball field capacity continues to be available with limited requests for additional ball fields.
 - Community hall capacity is wide-ranging and readily available in terms of both municipal and not-for-profit / faith-based facilities.
 - Soccer field usage continues to grow and the introduction of adult leagues in the future will put pressure on soccer field availability, especially in the northwest area of the community.
 - The marina, which has been established as a business unit, has had deficits in the \$50,000 to \$65,000 range in 2005 and 2006. It continues to struggle competitively in a changing marketplace with the inventory and the site development considerations that are available to it.
- ▶ Five private marinas exist in the community, plus at Mitchell's Bay in Chatham-Kent and in Tecumseh and other areas, as well as on the U.S. shore and Lake Erie, offering lots of alternate opportunities for marina users.

4.1.3 DOCUMENTS AND POLICIES REVIEW

The Town of Lakeshore Strategic Plan was published on March 6, 2007. It identified the following Objectives; "Lakeshore will ensure that our Town...

- Is well-serviced and well-equipped (servicing and facilities);
 - Is economically progressive and successful (economy);
 - Has character and a sense of place (community);
 - Is naturally inviting and environmentally aware (environment);
 - Is responsible, accountable and influential (administration);
 - Is on the move (transportation)".
- ▶ The Strategic Plan identified four roles for the Town as leader, broker, communicator and facilitator.



- ▶ The Strategic Plan identifies the following primary objectives related to community services:
 - Trails, sidewalks and linkages
 - Preservation of natural areas, river corridors and related lands.
 - Access, protection and greater utilization of the waterfront.
 - Development and sustainability of community centres in smaller communities.
 - The potential for a multi-use recreation centre.
 - Seniors and youth programming and related population supports.
 - Energy conservation in the delivery of all services, facilities and park operations.
 - The use of partnerships inside the community, with neighbouring communities and other groups to bring services to the community.
 - Enhance volunteer, recruitment, training and development and recognition.
 - Linking the quality and the array of leisure facilities with the size and scope of the community to support economic development, quality of life and long-term sustainability.
 - Enhance arts and cultural programming and facilities.
 - Emphasis on historical and heritage conservation and heightened awareness and value for these dimensions of community life.

- ▶ The Draft Transportation Master Plan for the Town of Lakeshore was presented in March 2007 to provide a comprehensive long range plan for the Town. Recommendations included provision of bicycle facilities, sidewalks and trails to ensure walking and cycling are available for transportation and recreation use.

- ▶ The Natural Heritage Feature Inventory for the Town of Lakeshore was completed in January 2007. Twenty-one natural heritage feature sites were identified in the Town. The Inventory recommends promoting connectivity and natural linkages between natural features and to encourage tree planting, restoration and stewardship.

- ▶ The Town of Lakeshore offers community partnership funding to provide community capacity building. These funds assist in the improvement of municipal parks and facilities; engage residents in the collaborative effort with the Town. Approximately 80% of the funds are used for infrastructure and 20% of the funds are used for special events for a total of \$98,110 in 2006.
- ▶ In July 2000, the Town of Lakeshore completed a Restructuring Study for the Parks and Recreation Department. This study identified the following four key outcomes:
 - Municipal staff supporting the delivery of sports recreation programs and events by community and other service providers with maintenance of the Town's parks and facilities by municipal staff;
 - The Town would focus responsibilities for the safe and efficient management of its assets;
 - The Town needed to develop clear and consistent operating procedures to manage their assets and maximize effectiveness; and
 - The Town had very few policies for consistent operations over large geographical areas and identified liability concerns without these policies.
- ▶ In January 2002, the Town completed a study to improve park maintenance. It recommended the establishment of three part-time summer maintenance positions to improve park maintenance and increase the life span of play area equipment.
- ▶ In September 2002, the Town undertook a survey of 924 children in the Town. The survey identified a lack of awareness of existing programming; an interest in outdoor skating rinks; spring camps and outdoor pools.
- ▶ In 2005, the Town undertook a Seniors Needs Assessment identifying the following concerns for seniors: wellness programs; walking programs; walking trails and pathways; community dinner / movie night and community connection program.
- ▶ A walking and cycling policy paper was prepared in July 2006, recommending: walking and cycling development policies in the Transportation Master Plan; evaluation of potential routes and facilities; promotion of walking and cycling as a healthy, enjoyable means of transportation and recreation; and to educate all road users regarding safe shared use of the roadway.

- ▶ The Greater Essex County District School Board Annual Accommodation Planning Report, June 2006 provided the following highlights:
 - It is anticipated there will be high growth areas for elementary schools in the fringes and outskirts of the City of Windsor and in shoreline communities including the Town of Lakeshore. They anticipate approximately 2,000 excess secondary school spaces in the School Board District;
 - Community use of schools is encouraged as a community facility; school use policies identified a primary purpose as providing educational programs to the students;
 - The Greater Essex County District School Board utilizes a centralized allocation model where reservations are made through the Education Centre;
 - There is a priority system for use of the School Board facilities beginning with activities related to the School Board, school-based organization, registered charitable organizations for youth, not-for-profit organizations for youth, other not-for-profit charitable groups, for-profit community groups and not-for-profit childcare operations.

- ▶ The Essex County Public Library has been undertaking a facilities planning program with final recommendations to be available in the summer and fall of 2007. Since 2002, library membership has declined by 50% from 2002 at the Comber Library and over 40% for the Woodslee Library.

- ▶ Library materials circulation within the four branches has shown either stability or modest declines except in the case of Comber where it has declined by almost 23%.

- ▶ The report noted that co-location with recreational and educational facilities received mixed reviews. However, it noted that it placed branch libraries in high traffic areas to attract more non-users.

- ▶ The Town of Lakeshore completed a Community Profile and Consultation in December of 2006. It provides a compilation of statistics obtained through various background sources. The Consultation Summary provides a translation of participants' desired outcomes from the overall Strategic Plan.



4.1.4 DEPARTMENTAL POLICIES

Two types of department policies were identified. Type 1 Policy would impact master planning activities for community services and Type 2 Policy are more focused on internal operations. Of the policies reviewed for the Master Plan, it was found that they tended to have the following characteristics:

- ▶ Few or no guiding principles that establish a foundation for the policy.
- ▶ No strategic connectivity in terms of outcomes, priorities or goals linked to broader perspectives.
- ▶ Were almost universally procedure-based with extensive definitions and processes.

Key areas of policy that were not identified relative to potential Community Services considerations included:

- ▶ Gender equity in regards to Community Services resources access, services development and supports and related considerations;
- ▶ The allocation of resources to facilitate fair and equitable access where resources are limited;
- ▶ Program delivery and development roles and responsibilities;
- ▶ Facility development initiatives and community responsibilities;
- ▶ Rates and fees;
- ▶ Volunteer development and recognition, and the role of volunteers in services delivery;
- ▶ A Leisure Services Policy as to the municipality's roles and responsibilities;
- ▶ Other areas that are more emergent and topical, such as a Waterfront Policy, Environmental Protection, etc.

A number of these topics will be addressed as a recommendation in the Master Plan, often based on identifying the need and some of the key considerations that would be undertaken to bring forward an actual policy as one of the Plan's initiatives / outcomes when implementing of the Master Plan is undertaken by the Town.

4.1.5 HOUSEHOLD SURVEY RESULTS

The following points provide a summary of findings from the household survey.

Current Activities

- ▶ One in five respondents said they or their children participated in organized activities at arenas, soccer fields and baseball fields in the past year. One in six had gone to a community centre and one in ten used indoor pools or gyms.
- ▶ These activities were most often based in Lakeshore – except for indoor pool activities. Those who went out of town for various activities were most likely to mention Windsor, Essex, and Leamington as their destination.

Satisfaction with Existing Facilities and Programs

- ▶ Satisfaction with local facilities and programs was fairly low, with very few respondents giving a score of “excellent” to any of the items tested. The percent who said “good” or “excellent” was also relatively low at:
 - 50% for parks;
 - 34% for recreation and leisure;
 - 20% for heritage, arts and culture; and
 - 20% for tourism.
- ▶ This question was repeated later in the survey, after all the local facilities had been mentioned, to see if talking about the many facilities would influence opinion. Interestingly, ratings barely moved!
- ▶ Respondents were also asked to score their satisfaction with local facilities and programs in terms of *meeting the needs of various demographic groups*. Once again, very few gave high scores. Teens were perceived as the group whose needs were the least well met, with only 12% saying the Town had done a good job. Families were perceived to be the group best served, yet only 40% said the Town had done a good job for them.

Cultural Facilities

- ▶ Only one-quarter to one-third of residents were aware of the three museums tested. 62% were aware of at least one museum, 8% were aware of all three, and 38% were aware of none!
- ▶ 55% of those who were aware of at least one site said local historical sites were very important to the local community, 91% said “somewhat” or “very” important. This translates into 34% of the total population who were aware of at least one site and said museums were “very” important to the community (56% were aware of at least one site and said they were “somewhat” or “very” important).
- ▶ When it came to visiting the sites:
 - 21% had visited the Comber Museum;
 - 15% had visited the John Freeman Walls Historical Site; and
 - 7% had visited the Maidstone Bicentennial Museum.
- ▶ Eight in ten of those who had visited a site rated that site as “good” or “excellent”.

Recreation and Leisure Facilities

- ▶ A total of 21 recreation and leisure facilities were tested for awareness, importance to the local community, use, and satisfaction, including eight that were considered “Town Wide” resources, and 13 that were considered “Area Specific” resources.
- ▶ Among Town Wide resources, the Belle River Arena and Lakeview Park & Marina were the two used most often and were seen as most important to the local community.
- ▶ Among Area Specific resources, the Comber Fair Grounds and Optimist Park were the two that garnered significant awareness and use outside of their immediate area.

Future Planning

- ▶ In general, respondents were supportive of having more facilities in their local community, of multi-use facilities and of the redevelopment of Lakeview Park and Marina. When it came to paying for new facilities, respondents were more likely to

support user fees than taxes as the way to pay for them. When asked to add their own ideas, one in ten respondents said the Town should fix local roads before doing such projects and those living in Areas 1 and 3 were likely to mention the need to spread facilities around the Town for all to use.

- ▶ Respondents were asked whether they would be in favour or against each of six ideas for future projects. All six garnered some level of support from two thirds of respondents, but projects could be placed into three groups.
 - There was strongest support for an indoor pool and more cycling and walking trails (7 in 10 were strongly in favour, 9 in 10 were strongly or somewhat in favour).
 - The second tier of projects included more public beaches, a new multi-purpose recreation centre and more public access to the waterfront (5 in 10 were strongly in favour, 8 in 10 were strongly or somewhat in favour).
 - The least support was given to a new twin pad arena to replace the existing ice pad (1 in 3 were strongly in favour with 6 in 10 saying strongly or somewhat).
- ▶ When asked to rank their first and second choices from among this list, the indoor pool and walking trails continued to dominate, however, the new twin pad arena garnered as much support as a recreation centre or more than for public beaches.
- ▶ If an indoor pool were built, six in ten adults were likely to use it for themselves.
- ▶ Six in ten households with children said children in their household would attend swimming lessons in a new indoor pool. (This translates into two in ten households overall.)

Residents were mostly indifferent regarding the benefits of the Town operating the pool itself versus partnering with a not-for-profit organization to do so, with three quarters having no preference. Among those with a preference, most were likely to prefer such a partnership and this was based on the assumption that it would keep their taxes down and be run more efficiently.



Communications

- ▶ Respondents were split in terms of agreeing or disagreeing that the Town did a good job in telling them about local parks, recreation and cultural programs and facilities that were available.
- ▶ When it came to their use of current communication vehicles:
 - 47% recalled seeing and using the Recreation and Leisure Guide,
 - 15% used the Town web site to find this information, and
 - 15% recalled notices received with their tax bill.

Among various media tested, inserts in their water bill seemed to be the most popular as a means to communicate in the future, but local newspapers and radio stations also garnered some support.

4.1.6 KEY TRENDS AND STRATEGIES

- ▶ By 2016 to 2020 over 30% of most urban centre populations will be over the age of 60. Recreation activities are based on convenience, quality and price. They have very high expectations as to what their fees will provide, the quality of service and the instantaneous response.
- ▶ There is increasing interest in leisure services related to bird watching, genealogy, walking and related health, fitness, wellness activities.
- ▶ There is declining interest in joining clubs, membership-based activities that is reflected in changing profiles for seniors' centres and golf memberships where multiple venues are in the same membership package.
- ▶ Increasing trends towards private fitness, personal trainers; more private sector purchase interaction; broader travel interests; and increasing interest in art, culture and heritage.
- ▶ Projections for the 0 to 19 population over the next twenty years will either remain stable in absolute numbers of individuals or some declines. Youth services will not disappear, but there will not be significantly more youth services.



- ▶ The Essex area and Lakeshore have a very diverse ethnocultural profile. This profile will likely continue, as Canadian immigration strategies continue to source new Canadians from around the world, particularly professionals and skilled workers. This changing background requires participation in new recreation experiences; increased soccer participation; reduced interest in ice-based sports, baseball, fitness and heritage considerations that are not part of their background.
- ▶ There is increasing demand for ice from women's hockey growing between 15% and 30%; increasing participation by disabled athletes; adult leagues with age group segmentation; and masters skating clubs. These trends increase demand for ice contrary to other trends suggesting the adult hockey population is decreasing.
- ▶ Soccer participation in Canada is increasing steadily based on low cost of participation; more structured, defined times during summer months; significant aerobic activity; and connection to immigrant population experiences and interests as a dominant global sport.
- ▶ A counter trend to soccer growth has been a decline in some communities in minor baseball registration of between 30% and 60%.
- ▶ Adult baseball leagues are more variable from community to community, but may also be decreasing.
- ▶ Tennis has continuing interest, but is not a dominant high growth leisure activity.
- ▶ Racquet sports have declined significantly because of the lack of readily available facilities and an aging population.
- ▶ Basketball and volleyball have increased in popularity and participation based on community-based leagues and has resulted in increased requirements for gymnasium access and time.
- ▶ The trend data suggests a continuing demand for ice; structural changes occurring around sportsfields and increased demand for gymnasium, basketball and volleyball time.
- ▶ Over the last twenty-year period there have been qualitative leaps in recreation and leisure facilities experienced in municipal, YMCA and other venues. There are higher

expectations around quality in terms of size and amenities associated with all recreational facilities.

- ▶ There has been emerging of tourism strategies with parks, recreation, culture and related services delivery and development. Sport tourism is increasingly marketed and supported by the Municipality to generate potential economic and employment impacts. These activities are also popular amongst non-profit organizations for fundraising potential.
- ▶ One of the considerable challenges for sport and cultural tourism in Lakeshore is the lack of supporting infrastructure such as commercial accommodation rooms and conference support facilities.
- ▶ Based on increasing concern for the environment, there is a significant trend towards the protection of existing environmentally significant areas; the expansion and promotion of trails and trail usage; and a focus on the Town of Lakeshore waterfront and environment.
- ▶ There has been a notable increase in culture and heritage in most communities. This has evolved based on participation by community advocates; an aging population and an increasing interest in genealogy.
- ▶ The operating environment for leisure services is being integrated with educational, social, health and leisure services to create opportunities for user groups who may be at risk. There is also an integration strategy towards wellness on physical, emotional and social levels.
- ▶ There is a trend where user fees fund a higher proportion of costs of service delivery. This strategic question on the role of users and funding facility costs represents a significant challenge for the Municipality in terms of affordability, accessibility, enhanced resident health and investing community tax dollars wisely.
- ▶ There is an increasing trend to market segmentation and services differentiation. There is an increasing trend to consider charging different fees and rates based on the quality of the facility with premiums being charged for the time slots that are in most demand.
- ▶ There is a trend for an integrated leisure services strategy to build trust between the service providers; establish strong leadership and use cooperative and collective

efforts that are based on consumer interests and needs, practical financial realities, reasonable universal accessibility and ongoing evaluation.

- ▶ Volunteers continue to be critical to the development and delivery of community services. Their availability, development, recognition, recruitment, succession planning and related considerations need to be effectively addressed in order to sustain a strong, vibrant volunteer pool.
- ▶ The use of partnerships will need to be examined in all service initiatives. Potential partners should be identified and considered for feasibility and desirability in the context of risk sustainability, mutual benefit and value for investment. The role of the Parks and Recreation Community Services Departments is based on the following prioritized areas:
 - Identify leisure needs and interests;
 - Act as facilitator and broker bringing together partners for programs and facilities;
 - Assist in the preparation of leisure facilities proposals, business plans, event programs, grant applications;
 - Be directly involved in leisure services delivery where partnerships or third party providers are not available.
- ▶ There is an emerging strategy for the use of capital surcharges on user fees. Fundraising and corporate sponsorships have become an increasing source of capital funding for major leisure facilities. There is a wider mix of capital funding sources for major leisure facility initiatives.
- ▶ There is an increasing onus put on users to fund facility operations for the allocation of direct costs and allocated corporate and indirect administrative costs, capital maintenance reserves and upgrades.
- ▶ Evaluation of leisure services has become increasingly important. There are higher expectations for outcomes and restraints on the availability of public resources.
- ▶ Multi-use facilities have been identified as a key strategy in developing major leisure facilities in Lakeshore. It is a basis for partnership-oriented facility development,



bringing together a number of uses that have a demonstrated need and the right compatibilities.

- ▶ Availability and use of schools should be a preferred delivery strategy. It is based on both programmed and non-programmed activities; improved relationships between users and off-site school staff; exploring opportunities for campus relationship between school boards and municipal leisure facilities.
- ▶ There needs to be a balance between rehabilitation of existing facilities with new facility development based on the evaluation of individual circumstances.
- ▶ Many public bodies have significant capital maintenance and reserve deficits that will put increasing pressure on operating budgets in order to sustain facilities and resources. A key outcome of the Master Plan is that parks and facilities should not be planned and developed in isolation. They need to be integrated to maximize the use of resources and determine the best site locations.
- ▶ The Town may consider a strategy of land banking with purchases potentially eight to ten years in advance of development to obtain the preferred location and obtain the lands at a lower cost.

4.1.7 PUBLIC AND STAFF CONSULTATIONS

.1 Community Organizations

- ▶ The Optimist Club of Belle River provides activities for health and fitness at Optimist Park in Belle River. The Club maintains the park using volunteer services at no cost to the Town and expects to continue this activity.
- ▶ The Comber Chamber of Commerce undertook a household survey in March 2007 for recreation and leisure services. The top five ranked facilities were an outdoor skating rink; Main Street beautification; lit and paved multi-purpose trail; farmer's market and walking opportunities.
- ▶ The Belle River Minor Soccer Club provides recreational soccer league for 1,000 to 1,400 youth in 80 teams from May to July. They are looking to improve relations between the Soccer Club and the Town and the opportunity to create a state of the art soccer complex including concessions, washrooms, change house, night lighting and irrigation.

- ▶ The Lakeview Beach Area residents abutting the marina expressed health and use concerns that impact their property and the use of the water. They feel it is important for the Town to take responsibility for cleanup of the area.
- ▶ The Lighthouse Association of Property Owners is a not-for-profit organization organized for the purpose of maintaining and dredging primary access canals to Lake St. Clair for boats. They are requesting Town support to help defray the additional costs of dredging.
- ▶ The Belle River Arena ice users represent both boys and girls hockey and identified additional ice requirement of approximately twenty-five to forty additional hours per week.
- ▶ The Belle River Canadians identified deficiencies with respect to the lobby, seating capacity, absence of warming areas and no hall to support tournaments, fundraisers and other activities.
- ▶ The ice user groups identified the need for at least one more ice pad in Belle River.
- ▶ The Belle River Ladies Slo-Pitch League identified the need for facility improvement or improved maintenance of the diamonds to be developed and maintained at the same level as the Optimist Park with appropriate washroom support.
- ▶ Comber Minor Baseball had 130 registrations in 2006, growing approximately 10% annually. They see improvements to fencing and additional material for the diamonds as improvements.
- ▶ The Woodslee Baseball Association maintains two parks which are in excellent condition and used for 120 to 150 youth and adults. There has been a slight decrease in registration for the last number of years. Maintaining local identity and participation was important to the program.
- ▶ The Rochester Adults Slo-Pitch provides participation to 240 residents and 300 to 320 children playing at the St. Joachims Athletic Association Fields. The most significant issue is parking.
- ▶ ATV and dirt bike enthusiasts submitted a petition identifying the need for a safe, controlled riding environment; the high costs of travelling to other areas for tracks;

and questioning why the Municipality would not support this activity. No site preference or considerations were provided in the comments.

- ▶ The Belle River Business Improvement Area organizes outdoor festivals and community events with participation growing to 20,000 people in 2006. Facility improvements include park upgrades; additional tree planting; more sidewalks, walking and biking trails in Belle River.
- ▶ The Lighthouse Cove Chamber of Commerce is intended to promote and market this area of the Town. A development of conservation areas along the shoreline would help support their efforts.
- ▶ The Comber Agricultural Society is focused on the Comber Fair operating three days in August. The Fair attracts 14,000 to 15,000 visitors annually. The Comber Fairgrounds offers an excellent recreational facility in the Town with possible improvements to the walking track and fencing.
- ▶ The Canada South Land Trust and Friends of Pike Creek have membership of sixty persons and a mandate to remove garbage from the watershed, plant native vegetation, reduce pollutants and minimize erosion.
- ▶ The Comber Chapter of IODE has approximately twenty members and holds two events annually in the Tilbury West Community Centre. They will be challenged to keep the organization active and retain and attract new membership.
- ▶ Lakeshore Community Services provides information reference to residents for over 2,000 clients. They respond to inquiries regarding municipal recreation programs for various ages and physical limitations. They see the opportunity to continue to work with service providers in the Municipality.
- ▶ The YMCA of Windsor and Essex County does not have any facilities in Lakeshore, but provides a number of specific services to the County using community rooms and schools. There are opportunities to create mutual agreements for the use of public facilities and offering a number of outreach programs to the Town.
- ▶ Beach Walk Family Fitness is a private service organization with approximately 700 members, providing recreational and exercise facilities to the public. They would like to see opportunities for municipal programming in their facilities.

- ▶ Stoney Point Lions and Lionesses is an organization of 54 members challenged by the lack of membership and reduced participation in fundraising events. They are currently leasing a portion of the former Town Hall and considering a new location for regular meetings and programming in Stoney Point.

.2 *Public Service Providers*

- ▶ The Essex County Library has four branch locations in the Town of Lakeshore: Belle River Arena, Stoney Point, Comber and Woodslee. They are currently completing their facilities study for a long-term service delivery review. The Library Board is not fully satisfied with the location in the Belle River Arena due to visibility and size constraints. The Library Board would be supportive of a town centre concept where its use is integrated into a multi-use environment.
- ▶ The Essex Region Conservation Authority is responsible for floor control, natural heritage restoration, outdoor education and recreation. It operates four conservation areas in the Municipality and will continue to build partnership in the development of County-wide trails and the habitat restoration on municipal lands.
- ▶ The Windsor-Essex Health Unit participates in the Active Living Coalition to assist seniors and low income earners with access to recreational facilities. There are opportunities for community in action grants to encourage participation in recreation activities.
- ▶ The Windsor-Essex Catholic School Board will be opening the new St. Anne's Catholic Secondary School in September 2007 and become the largest secondary school west of London. There are four elementary schools in the Town with limited plans for expansion of existing schools with no new schools planned.
- ▶ The Greater Essex District School Board operates Belle River District High School and public elementary schools in five communities. There are no plans for an additional secondary school or elementary schools. Puce Public School has been closed and will be offered for sale.
- ▶ The School Boards have identified fairness and equity considerations with respect to ability to walk to recreational facilities; secondary schools have hockey, swim, soccer, baseball and football teams that require venues beyond the School Board resources. Arrangements through reciprocal agreements should be considered with the Town.

The School Board does have a high school baseball league, which is one of only a few in Ontario.

- ▶ The Town is working with both School Boards for the development of the public park between Lakeshore Discovery Elementary School and St. Anne's Catholic Secondary School. The Town has retained consultants to provide alternative parkland designs for the area between the two schools with an emphasis on additional soccer pitches, possible baseball field with limited opportunities for off school site gathering points for students.
- ▶ Tilbury and Essex facility use agreements allow for sharing operating costs associated with the Tilbury Arena and the possible twinning of the arena in the Town of Essex. These agreements provide opportunities for approximately 110 children to play in the Essex Minor Hockey Association.

.3 Private Sector Proposals

- ▶ Proposed expansion of the existing Lighthouse Cove Condominium suggests significant residential, conference and golf course additions. Should this development proceed, it would create a mixed adult lifestyle tourism destination building on the area's boat tourism strengths and assets.
- ▶ A proposal was made to the Town of Lakeshore by a private group for "Ice Track" to create a major spectator sports facility, community recreation venue and tourism attraction destination. This proposal located in Tecumseh, west and south of Lakeshore, provides a regional versus local focus and would require higher travel times for the populations in Emeryville and Belle River.

.4 Staff Input

- ▶ Senior management staff provided the collective comments summarized as follows:
 - The community is evolving as an amalgamated community with a mix of residential, agricultural and open space.
 - The Town is receiving a significant number of proposals for commercial and industrial development that reflect the growing nature and complexity of the regional service area.



- The need for a community centre / Town centre has been evolving over the last number of years through various planning processes to provide a stronger identity to Lakeshore.
- ▶ Recreation services have evolved for smaller communities and not to the level of a community of 30,000 plus residents. The Town's relationship with community groups varies by roles and responsibility with limited focus on structure principles related to fairness and equity.
- ▶ Consultation through other master planning projects has shown a growing interest in a multi-use community complex possibly with an indoor pool.
- ▶ There is strong recognition of soccer as a growing sport.
- ▶ Strong belief that Lakeview Park is a unique asset and needs special consideration.
- ▶ A sense that cultural dimensions of the community are underdeveloped and recognized.
- ▶ The need for a waterfront plan or strategy for the community to encourage public access.
- ▶ Tourism development will be a priority in the community and need an anchor to develop a regional scale in this part of Ontario.
- ▶ There is an increasing need for reservation or permitting system for the use of Town facilities.
- ▶ Planning, strategic and operating staff provided the following highlighted comments:
 - The waterfront is a significant resource, which is underutilized and provides significant opportunity for future recreation development.
 - Developing partnerships with the YMCA and other community organizations is significant in providing the level of services they wish to achieve.
 - Improved balancing of park development and residential development to ensure services are available as residents move into the community.



- Potential to develop a multi-use facility that brings together various activities, enhances economies and user satisfaction.
- ▶ Four service delivery staff provided input with the following key comments:
 - Opportunities for improved marketing and communications to attract greater participation.
 - Servicing to smaller communities to provide fair and equitable program access.
 - Improving the marina revenues, utilization and the provision of ancillary and complimentary features.
 - The opportunity for a multi-use complex for indoor pool, twin pad arena, branch library and other associated activities.
 - A potential Trails Master Plan for the community.
 - Program development for ringette, lacrosse and youth basketball.

.5 Municipal Council

- ▶ Eight members of the new municipal Council provided the following key elements:
 - There is a general concern that residents use facilities outside of Lakeshore. They do not have a strong affinity with the community.
 - Facility and park maintenance is not at the level required.
 - Expanding Lakeview Park should be considered a long-term goal.
 - The former Puce School should be considered as an interim recreational centre.
 - Increased municipal events during the summertime.

.6 Municipal Strategic Plan

- ▶ During the fall of 2006 and spring of 2007 a series of consultation with respect to a municipal strategic plan. From a youth perspective, emphasis was placed on the beach as one of the most significant features in the community. They identified a recreation centre for youth to congregate and participate in sports activities, improved transit service to recreational facilities outside of the municipality and opportunities for

a four pad ice surface, indoor pool, indoor running track, basketball courts and volleyball courts.

- ▶ The community profile consultation summary was published in January 2007. They identified a need to promote Lakeshore as a community; the need for staff to support arts, culture and heritage functions; development of a recreation centre and the public waterfront spaces and access.
 - With respect to making Lakeshore a better place to live, recreational amenities was ranked second by some 40% of the public and 51% of students participating in this survey.

.7 Public Open House

- ▶ A public open house was conducted in January 2007 to introduce the Master Plan to the residents. Approximately forty people joined working tables to discuss the project. The following bullets highlight results of that discussion:
 - There is a diversity of community groups and volunteers in the community.
 - There are significant assets with respect to the splash pad, opportunities for sport fishing, and significant history assets related to black history and first settlers.
 - The need to create a municipal identity, maintain involvement of the volunteer sector, and the geographic scale creates a challenge for parks and leisure services delivery.
 - The participants identified interest in a multi-use complex, extended program cooperation between the Town and volunteer groups, development of more winter activities, create youth council and a local summer theatre.

4.1.8 HERITAGE, ARTS AND CULTURE

Lakeshore's History

- ▶ The Town of Lakeshore geographical area represents one of the oldest European settlement areas in Ontario, second perhaps only to the Windsor area, which is the oldest continuously, occupied European settlement.



- ▶ The French history of the Lakeshore area is a founding history, which has significantly shaped its character and built heritage. This history is tied to, and yet distinct from, the French history of Windsor, primarily due to its rural past.
- ▶ Although present in built heritage, landscape, and street names, Lakeshore's French heritage is not prominent with the result that the French community feels a closer affinity to Windsor, rather than the area in which they reside.
- ▶ The history of the Lakeshore area is multi-ethnic in nature, and shows continuity with the demographic development of the late 20th and early 21st centuries.

Lakeshore's Built and Natural Heritage

- ▶ Much of Lakeshore's built heritage still exists today, but in a heavily disguised form, which has enabled it to be culturally undervalued as a basis for community focus, identity and pride.
- ▶ The French history of the Lakeshore area can be readily seen in its churches and townscapes, particularly in the community of St. Joachim. The spire of this church, which can be seen for many miles from the surrounding countryside, is a symbol of the area's French heritage. The preservation and sensitive, adaptation of this built heritage symbol will create an identity and draw the community closer and will serve to distinguish the Town of Lakeshore from surrounding areas.
- ▶ Lakeshore's natural lakefront heritage is largely invisible, except for two marshland areas preserved as conservation areas, and park and beach access in Belle River. The promotion and interpretation of the remaining marshlands, and their importance to waterfowl habitat is important.

Preservation and Dissemination of Lakeshore's Heritage

- ▶ The preservation and dissemination of Lakeshore's history and its built heritage has been left to local organizations. These organizations are all chronically under funded and lacking suitable facilities. In some cases, their mandates are poorly defined or not adhered to, and focused upon outdated geographic constructs. Programming and exhibitory is traditional and meaningful to only a few people.
- ▶ Lakeshore's heritage organizations are the stewards of invaluable material culture collections and intellectual content. It is important for them to collaborate with each

other and external heritage, municipal organizations in order to successfully preserve and promote Lakeshore's heritage.

- ▶ Municipal leadership in the newly created Town of Lakeshore offers an opportunity to assume a unifying and supportive role for organizations struggling to preserve and present its history.

Arts and Culture Venue

- ▶ A venue for the performing and visual arts is lacking in Lakeshore. The promotion of the arts has been left up to individuals or groups who are struggling to establish themselves.
- ▶ In the area of arts and culture, municipal leadership in the newly created Town of Lakeshore offers an opportunity promote the many hidden talents of its creative individuals and groups.
- ▶ Lakeshore families need a place to go—that isn't Windsor! Lakeshore needs local family-oriented destinations, designed for an entertaining, yet educational experience in the arts, heritage and cultural areas.

4.1.9 TOURISM DEVELOPMENT

Enhancing the Town's tourism sector must be viewed as a long-term objective, and a secondary element in the Town's economic development strategy. Improvement is required in the following areas:

- ▶ Accommodation offerings are limited, with no full service branded hotels or motels available
- ▶ Core and supporting attractions are limited and not widely promoted
- ▶ Awareness and utilization of cultural and heritage attractions amongst the local population is relatively low
- ▶ Destination marketing resources are severely limited



- ▶ Core and supporting attractions face strong competition from other areas in the County, in the province and in the US border states that offer a critical mass of similar attractions
- ▶ Tourism activity is primarily limited to the summer season
- ▶ Visitation is dominated by day trip and side trip activity
- ▶ The sport fishing segment faces considerable challenges in comparison to US operators due to fisheries management practices and other regulatory constraints
- ▶ The US market, once a significant source of demand for core attractions, has declined significantly over the past decade, and further declines are anticipated

Without a significant increase in the available tourism infrastructure, and in particular the provision of modern full service transient accommodation, tourism activity will remain limited. As most new lodging development relies on commercial travel for the majority of its demand, new transient accommodation development will likely remain focused on the Windsor market for the foreseeable future. The one notable exception is the proposed resort development in Lighthouse Cove, which represents the only realistic opportunity for resort development in the foreseeable future.

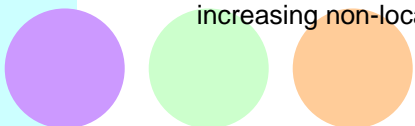
Enhanced Corporate Marketing

The internet has become an increasingly important source of tourist information. While the Town's website does provide information on area attractions, its value as a tourist information source could be enhanced with relatively modest changes.

Festivals, Events and Sports Tournaments

Festivals, events and sports tournaments can be an important and viable element of a municipal tourism strategy, as they usually require little in the way of new infrastructure. By using existing facilities (typically parks and recreation facilities), such events can generate increased visitation to the community, generate incremental spending for local business, and create enhanced awareness of what the community offers. To support increased festival, event and sports tournament activity, the Town should consider:

- ▶ Providing operational and/or marketing grants to existing festivals such as the Sunsplash festival, to enhance event programming and marketing efforts aimed at increasing non-local visitation.



- ▶ Encouraging capacity development in its community organizations. Most successful events, including festivals and sports tournaments, are run by volunteer organizations. The Town can encourage such groups to consider staging events in Lakeshore by ensuring that the permit and approval process is straightforward and efficient, and by providing municipal support services on a low cost or in kind basis.
- ▶ Expanding and upgrading Lakeview Park to support festival and event operations. The ability to stage a major festival in a waterfront setting is something very few municipalities can offer, and the Town's long-term capital plan for Lakeview Park should consider the type of services, amenities and landscaping that would facilitate the staging of major festivals.

Culture and Heritage Attractions

Culture and heritage attractions operate with limited management and marketing resources, and face strong competition from other similar attractions in the region. The Town can assist its cultural and heritage attractions through the provision of grants to expand programming and increase marketing efforts aimed at non-local visitation.

Enhanced Local Market Awareness

The community household survey referenced in Section 2.5 highlighted the relatively low awareness of the cultural and heritage attractions in the Town. Given the importance of the VFR market, this suggests that those traveling to Lakeshore to visit friends and relatives are not being exposed to these attractions during their stay. The Town should consider initiatives to support enhanced local awareness and utilization of its cultural and heritage assets. Such initiatives could include grants for local area marketing, or more ambitious initiatives such as participating in Doors Open Ontario. It may be beneficial to join the Doors Open program offered in Chatham Kent, which includes the Uncle Tom's Cabin historic site.

The challenges facing the sport fishing sector are due to regulatory or management practices of senior governments that fall outside of the Town's control. However, the Town should support efforts by local tourism operators to address these concerns by adding its voice to lobbying efforts aimed at the provincial and federal governments.



4.2 Strategic Themes

The following material identifies strategic themes arising from the Situational Analysis for the Community Services Master Plan. The themes provide a framework for the Community Services Master Plan arising from background completed to date.

- ▶ The Town of Lakeshore is positioned to accommodate residential growth totalling 61,900 residents to 2031 and will need considerable investments in land, buildings, facilities, staff and programming to accommodate the parks, recreation, heritage, arts, culture, and tourism interests of the community.
- ▶ The expected population changes will see an increasing proportion of senior and a steady number of youth categories. This will change the focus of community services facilities and programming to match these changing demands.
- ▶ The expectations of residents are changing as identified in the leisure trends with a greater focus on the links between community health, education and social services. The Town will need to work collaboratively with a range of partners to deliver adjust to these changing needs.
- ▶ The identity of Lakeshore is comprised of a number of communities that are strengthened through common features of Lake St. Clair and cultural history. The Community Services Master Plan must address the means to recognize the diversity and the ability to offer high quality services at a centralized location in the Town.
- ▶ A shifting public interest in passive recreation activities and protection of environmentally significant features will support the acquisition, development and restoration of existing natural areas. The Community Services Master Plan should address the ability of Council in cooperation with other partner agencies to create these opportunities.
- ▶ The Town will need to protect and expand existing public access to Lake St. Clair through both the road allowances and public waterway access. This will provide opportunities for passive and active recreation opportunities related to the lakeshore.
- ▶ Opportunities to develop a non-motorized trail system connecting Lakeshore to other communities in Essex County, is evident. Strategic choices in the acquisition and development of these resources will benefit both local and regional populations.

- ▶ The changing capacity of residents to volunteer and participate in service delivery will require a more consistent approach across the various community organizations to ensure equitable programming and standard of service across the community.
- ▶ The opportunity to create a multi-use centre for the Town of Lakeshore is likely over the time horizon of the Community Services Master Plan with the potential location and the range of uses to be considered through the Master Plan completion.
- ▶ The original Town history is significant in Ontario and Canada and provides a significant opportunity for preservation and development requiring leadership from Council and the committees assigned the responsibility to undertake this work.
- ▶ There is an increasing interest in the cultural and visual arts in response to the changing demographics of the community. An opportunity to develop a venue for performing and visual arts will require Community and Council leadership.
- ▶ The Town is facing strong competition for tourist investment. Any investment must be seen as a long-term secondary element in the Town's economic development strategy. There are opportunities in festival, events and sport tournaments and cultural/heritage attractions where Council can assist local organizations to position Lakeshore in the marketplace.

