

TOWN OF LAKESHORE



COMMUNITY SERVICES MASTER PLAN





EXECUTIVE SUMMARY

April 2008









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1.0 INTRODUCTION

1.1 Overview

In the spring of 2006, the Town of Lakeshore initiated the development of a multi-faceted Community Services Master Plan. This initiative was part of a comprehensive planning program that included a Community Strategic Plan, Transportation Master Plan, Water / Waste Water Master Plan, New Official Plan, Economic Development Strategy and related initiatives. This integrated planning approach reflected a need by the Municipality to bring together a series of initiatives in the post-amalgamation era in order to create a strong research and planning foundation for developing priorities, guiding investment decisions and establishing strategic goals, directions and priorities for the future development of Lakeshore.

The Town of Lakeshore reflects an amalgamation of five former communities within the northwestern area of the County of Essex. The amalgamation partners involved the former Town of Belle River and the Townships of Maidstone, Rochester, Tilbury North and Tilbury West in 1999. Lakeshore is one of the fastest growing areas in Essex County, reaching a population of approximately 33,000 individuals by 2006. As a result of the amalgamation process and the need to integrate many municipal by-laws, plans and strategies; along with the evident growth being experienced by the community, a need to establish a strong planning foundation emerged.

The Community Services Master Plan was designed as a broad-based initiative with four key outcomes:

- A parks and recreation inventory and resource assessments and analyses, followed by recommendations:
- A Cultural Services Master Plan;
- A Tourism Development Strategy;
- A Multi-Use Recreation Complex Feasibility Study.

Two additional products from the Community Services Master Plan include the Trails Master Plans and the Ecological Land Donations webpage. The Final Community Services Master Plan Report was reviewed by Council motion in April 2008.

1.2 Situational Analysis Report

In support of the key outcome areas of the Community Services Master Plan, an integrated Situational Analysis Report was completed. This document is available under separate cover. It



establishes the research, consultation and analytical foundation that was utilized as a basis for the various components of the Lakeshore Community Services Master Plan.

The key tasks completed in support of the Situational Analysis Report were as follows:

- A population profile, demographic analysis and projections analysis, along with a community development profile and related community development perspectives;
- Current leisure services participation profiles, facility utilization assessments and other use profiles;
- Review of relevant planning, policy and related strategic and policy materials for both the Town and comparable municipalities;
- A 300-unit random selection survey of Lakeshore residents generally and by three geographic areas, focusing on participation patterns, future perspectives, evaluation of current services, awareness and value ratings and other inputs;
- Over thirty focus groups, interviews and a public meeting involving some 200 plus community and organized group representatives soliciting their input on the strengths and weaknesses of the community services availability and delivery model in Lakeshore, future needs and perspectives and specific initiative inputs;
- A financial review of municipal investments in leisure services, as well as a department organizational review;
- A facilities and lands inventory, involving recreation facilities, libraries, museums, parks, open spaces, waterfront assets and related resources;
- A trends analysis related to leisure services, delivery models, partnerships and other considerations that will shape the future use of and involvement in community services within Lakeshore:
- Other key inputs and assessments.

1.3 Community Services Master Plan Format

Each of the four major components of the Community Services Master Plan, the Parks and Recreation Master Plan, the Cultural Services Master Plan, the Tourism Development Strategy and the Multi-Use Recreation Facility Feasibility Study are presented as separate sections within the Master Plan. Each of the Master Plan components is developed within its own format appropriate for that topic.

Section 3.0 of the Community Services Master Plan provides the Community Services Master Plan foundation, involving the Plan's philosophical and conceptual basis, Vision, Mission and Goals that support each of the four parts of the Master Plan.

1.4 Strategic Themes

From the Situational Analysis Report, a series of conclusions and strategic themes were developed that established a foundation upon which the Lakeshore Community Services Master Plan was based. This full Situational Analysis Report is available under separate cover. The following material represent the strategic themes that emerged from the research.

- The Town of Lakeshore is positioned to accommodate residential growth totaling 61,900 residents by 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 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 existing and unopened 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 Trails Master Plan identifies issues, opportunities and directions for future development.

- 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 thorough 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.

Natural heritage and shoreline resources are worth upgrading and building upon, capitalizing on existing investments, such as community trails.

1.5 Community Services Master Plan Principles

The following Principles have been developed as a basis for the directions, strategies and recommendations within the Master Plan.

Principles have three applications at this level of planning. First, they provide an opportunity to further outline key components of the Mission. Second, they identify how the Master Plan and the service providers need to interact with people and the types of relationships that need to be developed in order to be successful. Third, they provide an opportunity to identify key accountability and outcome areas.



1.5.1 RECOMMENDED PRINCIPLES

The Lakeshore Community Services Master Plan will foster...

Balanced Array of Leisure Opportunities

The provision of a balanced mix of leisure opportunities, involving recreation, arts, culture, minor sports and education with linked access to social, health and related services.

Fair and Equitable

Fair and equitable leisure opportunities that encourage participation by all dimensions of the Town in terms of ability, culture, economic, geographic and related interests and backgrounds.

Integrity and Evaluation

Developing and implementing, programs and resources that operate with integrity, are continually evaluated relative to outcomes and respond to evolving resident needs and community growth.

Maximize Utilization

The maximum utilization of existing resources, through their on-going rehabilitation and renewal.

Community Accessible Services

The provision of geographically dispersed facilities to meet changing market demands and population growth patterns, while ensuring key linkages with local community and Townwide servicing requirements.

Specialized Services

The continuation of specialized services for seniors, youth, the disabled, new immigrants, early years and other targeted populations whose citizenship and quality of life could be enhanced through improved access to and increased participation in leisure services.

Department Leadership

The Community Services Department developing a leadership role in the planning, development, facilitation and supports for leisure services availability, using an array of innovative delivery strategies involving partnerships, joint ventures, direct delivery and community-based service provider approaches.

Conservation of Natural Resources

Ensuring that the Town's parks, open space, the waterfront and stream corridors and natural areas continue being valued by the community, conserve key environmental resources, are accessible to the public for both programmed and non-programmed activities and contribute significantly to a positive urban form in Lakeshore.

Corporate Alignment

Developing leisure facilities linked to broader municipal strategies, priorities and initiatives related to health, economic and tourism development, transportation, education and growth management.

Flexible and Sustainable Facilities

Facilities and services that are flexible and sustainable over the longer term through innovative designs and effective operations, and that are adaptable and flexible, environmentally sound, affordable to construct and operate, facilitate an ease of maintenance and are energy efficient and actively support the inclusion of all residents.

2.0 PARKS AND RECREATION RECOMMENDATIONS

2.1 Introduction

Section 2 provides recommendations on the first dimension of the Parks and Recreation component of the Master Plan related to the Town's leisure service delivery policy and delivery strategies. These recommendations set out the framework upon which Town decisions on leisure facilities and services need to be assessed and go forward. This area has two dimensions. First, is the Leisure Services Delivery Policy recommendation that guides the Town's actions and investments. Second, are the potential array of delivery strategy recommendations designed to achieve the outcomes desired. Third includes development strategies for various plan components.

2.2 Leisure Services Delivery Policy Development Strategies

The following leisure services delivery policy recommendations have been developed for the Town of Lakeshore's Community Services Department. A detailed discussion of this recommendation can be found in the Draft Community Services Master Plan, Section 4.1.2, Leisure Services Delivery Policy.

2.2.1 LEISURE SERVICES DELIVERY POLICY

- The Town of Lakeshore is a leader in the planning, development, delivery and evaluation of leisure services needs and opportunities within the municipality.
- The Town firmly believes in the value of and need for community organizations to successfully operate leisure services as a primary means to expand the accessibility, availability, affordability and mix of leisure services that are available to its citizens.
- The prioritization process for the Town of Lakeshore's participation and investments in the leisure services facilities and venues will focus on servicing Town residents as the primary users within the following priority framework:
 - First leisure services that facilitate and encourage broad-based participation amongst Town residents at a recreational level of activity, including in-town, regional and provincial competitive oriented activities for children and youth.
 - Second leisure services and accessibility supports that link to the specialized needs of targeted populations, such as those with disabilities, seniors, young children, teens, new immigrants, etc.



- Third leisure services that are primarily intended to support key strategic initiatives of the Town, such as conservation of major open space resources development of the Town's waterfront and specialized services that ensure a broad mix / array of leisure opportunities for Lakeshore residents.
- The Town will fulfill its role in the planning, development, delivery and evaluation of leisure services based on the following hierarchy of responses and roles.
- First will actively work to facilitate and support community groups and individuals in the development and delivery of leisure services by providing technical supports, access to grants, and other supports involving data information, volunteer training and recognition, access to facilities, trends research and related strategies and supports.
- Second will enter into partnerships, joint ventures and related collaborative initiatives, at variable levels of involvement, that result in a shared responsibility for a leisure facility, venue or service's delivery where:
 - The interest of the residents of Lakeshore are fully realized
 - Need is apparent
 - Sustainability within acceptable risk parameters exists.
- Third to undertake the direct delivery of leisure services venues and facilities where other delivery strategies are not viable or available, utilizing direct capital investment and annual budget support, as well as Town staff operating alone or in partnership with volunteers.
- Any Town involvement in leisure services delivery should be based on the following conditions:
 - Identification of demonstrated need at reasonable participation levels
 - Evidence of long term sustainability for the service
 - Assured public accessibility, participation and affordability
 - Involvement by the Town at a scale reflective of the benefits to be achieved to both the participants and the community at large.
 - The use of business case analysis and preparation as a basis to support Town investments in a leisure facility or services initiative.

The Town will establish a data collection and outcomes / performance monitoring capacity that will effectively assess the value of the Town's role in the various delivery strategies, the degree of participation that is being realized and the benefits being realized by the Town's investments.

See Page 4-1 of the Community Services Master Plan for details

2.2.2 GOVERNANCE AND LOCAL COMMUNITY ENGAGEMENT

- That the Town of Lakeshore form and support a multi-dimensional Community Services Advisory Committee to replace the existing Parks Committee with a community-based model, constituted as follows and with the identified roles as outlined below:
 - Membership
 - Two representatives from hamlet / local area parks / recreation boards, committees and service providers;
 - Two minor sports representatives from the Belle River area
 (eg: hockey, soccer and baseball);
 - Two representative of adult leisure activities delivery across the Town;
 - Two representatives involving groups or populations involving individuals with disabilities, early years and seniors;
 - One representative from environmental and trail groups;
 - One representative from arts and culture activities;
 - Two municipal Councillor;
 - Two Community Services Department staff.
 - Roles and Responsibilities
 - To support the development of the Annual Community
 Services Communications Plan;
 - To initiate, where appropriate, and to review leisure services

policy initiatives of the Town prior to Council consideration;

- To coordinate the marketing and use of facilities across the Town;
- To advise on the implementation of the Community Services
 Master Plan and other related leisure services and facilities
 planning initiatives;
- To support and plan ongoing volunteer recruitment, development, recognition and related initiatives;
- To provide ongoing advice to staff and Council on specific initiatives, policies, directions and leisure service delivery strategies.
- That the Town of Lakeshore develop a governance and operations model for municipally-owned facilities and parks as follows:
 - That the Town be responsible for venue and facility maintenance (custodian, grounds maintenance, etc.) for all municipally-owned assets, including management of all capital projects;
 - That local service clubs and/or service provider organizations continue to plan, operate leisure service programs and venues and utilization in conformity with municipal policy and criteria, including health and safety, participant inclusion, affordability, an integrated operations strategy and related considerations;
 - That a member of the Community Service Department represent the Town on each of the local governing bodies relative to providing coordination, communications, policy interpretation and related supports (Example: St. Joachim Athletic Association);
 - That when a local community service board and/or committee is not able to continue in its role for whatever reason, the Town undertake the direct operation, scheduling and coordination of the venues and facilities at that location;
 - That the Town establish annually, a consistent user fee schedule for its directly operated programs and venues, as well as charges for services provided to local area boards and committees, based on a user fee policy to be developed by the Town and input provided annually by the Community Services Advisory Committee.

- That the Town ensure a current contract exists for the operation of each of its venues and facilities and that all contracts be reviewed and aligned with the following content:
 - A preamble that identifies the parties involved, and the rationale and benefits to be achieved from this agreement;
 - Reinforces the Town as owner of the venue or facility, who has ultimate responsibility for effective asset management. Use, scheduling and maintenance undertaken by the other party is to conform to Town policies, criteria and standards for:
 - Risk management
 - Health and safety
 - Insurance coverage
 - Cleanliness
 - Public access
 - Fees, rates and charges
 - On-site advertising.
 - Details capital and annual cost responsibilities amongst the parties and how revenues will be generated and shared and the rates to be charged;
 - Has detailed rates and performance clauses for both the Town and the other party or parties related to regular maintenance, scheduling, ranges of permissible intended uses, as well as a regular performance review framework;
 - Has a termination clause and conditions that can be used at the sole discretion of the Town;
 - Has a defined timeline for renewal and renewal conditions and terms;
 - Provides a detailed conflict resolution clause;
 - Outlines an annual reporting clause to Council, possibly as part of a larger Department Monitoring Report on leisure services delivery.

- That the Town continue and / or form and support specialized Activity Councils as a means to generate input relevant to these groups, better supporting communications and assessing and reviewing programming and facilities planning and operations that will improve their access to services:
 - Seniors Council;
 - Youth Council;
 - Arts and Culture Council;
 - Sports Councils;
 - Accessibility Council:
 - Trails Council.

See Page 4-5 of the Community Services Plan for details.

2.2.3 DATA COLLECTION, ANALYSIS AND EVALUATION RESOURCES

- A comprehensive review and further development of the Department's data collection, analytical and evaluation activities, potentially using the CLASS system as the platform, to ensure increasingly relevant, accurate and timely data to support decision-making with emphasis on:
 - The Town's leisure services operations to ensure that revenues are being optimized, expenses are being minimized and participation opportunities are maximized.
 - Changes that are occurring in the regional market context that could influence participation patterns and which might impact financial results, related to reduced revenues, increased expectations or other changing market conditions.
 - Supporting organizations that the Town is significantly connected with in terms of grants or related to the potential impacts if the organization were to cease operations or run into a major financial issue.
- Use of Leisure Services Delivery Policy as the primary basis for any current or future leisure services evaluations related to philosophical fit, criteria, goals, etc.

See Page 4-11 of the Community Services Plan for details.

2.2.4 PARTNERSHIP / JOINT VENTURES

- To continue Town lead or supported partnership, joint venture and related initiatives where:
 - Need is identified and demonstrated;
 - Public access and affordability are assured;
 - The partnership is financially reasonable and sustainable;
 - The scope of investment is reflective of the benefits to be realized by residents of the Town.

See Page 4-12 of the Community Services Master Plan for details.

2.2.5 COMMUNITY PARTNERSHIP FUND

- That the Community Partnership Fund be continued and be repositioned as the Community Partnership and Investment Fund to be utilized as a basis to fulfill the Town's facilitation role as an alternative to direct delivery and to sustain a broader mix / spectrum of leisure services across Lakeshore.
- That a review be completed to determine whether the complexity and the number of components of the Fund can be enlarged to incorporate all the Town's investments, support and subsides for community leisure service provider organizations, involving both one time and annualized support.
- That the following criteria be further developed and be created as a foundation for the allocation of funds and within the Fund:
- Non-profit leisure service providing groups based on the number of Lakeshore residents involved, i.e.: 80% or higher Town registrants, level of volunteerism, economic impact and identifiable benefits within two categories:
 - Emerging groups operating less than three years
 - Established groups operating for more than three years
- Sport, event and festival tourism economic impact statements and measures
- Capital and one time grants based on benefits derived and Town cost displacement criteria

- Targeted populations / audiences based on policy priorities for:
 - Disabled / disenfranchised
 - New immigrant populations
 - Fairness and equity balancing
 - Other principles / values as identified and approved
- Volunteer development, recognition and related initiatives
- A review of organizations receiving continuing grants every three years related to strength, accessibility and connectivity to Town priorities and directions.

See Page 4-13 of the Community Services Master Plan for details.

2.2.6 NEW POLICY DEVELOPMENT INITIATIVES

1. Policy Development Priorities

That the following policy areas be given Department priority:

- Fairness and equality of accessibility.
- Affordability parameters.
- Targeted populations in terms of ability, new immigrants and others who have significant barriers to participation.
- Funding formula linked to population and utilization trends.
- Economic impact and development expectations from Town investments.
- Community group operating contracts.
- An evaluation and monitoring program and associated processes.
- Local Board governance and operational roles and accountabilities.
- Naming rights and corporate sponsorships.
- **Comprehensive risk management and health and safety.**
- Other specific areas.

2. Policy Format

That Department policies should have the following content components:

- Policy rationale and need
- Policy principles / foundation
- Policy statement and content
- Linkages to all regulatory and / or statutory acts or legislation, regulations and / or Town policies
- Implementation and monitoring procedures
- Mandatory policy review date
- Amendment tracking component

See Page 4-15 of the Community Services Master Plan for details.

2.2.7 MULTI-MUNICIPAL APPROACH

That the Town of Lakeshore, through Council and staff efforts, pursue initiatives to enter into discussions with neighbouring municipalities and beyond if reasonable, to explore whether a more integrated services delivery model involving enhanced collaboration, could be developed and implemented to facilitate increased public accessibility to facility resources and improved investment outcomes for all parties involved.

See Page 4-17 of the Community Services Master Plan for details.

2.2.8 FACILITIES BUSINESS PLAN DEVELOPMENT

That the Lakeshore Community Services Department require a Business Plan on all capital facility proposals as follows:

- That any new facility initiatives or major addition to an existing leisure facility with a potential capital cost of over \$250,000 be supported by a Business Plan.
- That the Town direct the undertaking of the Business Plans, seeking broad-based public consultation, and working in partnership where appropriate with community proponents.

- That the results of the Business Plan, when finalized and accepted, become the basis for a new or expanded leisure facility being incorporated into the capital budget forecast for the Town related to timing, capital cost projections, etc.
- That the capital cost projections be developed in detail within the Business Plan and be incorporated into the Town's capital cost forecast program considering future adjustments upwards in the capital costs based on:
 - The potential impact of inflation that may not be predictable or certain.
 - Any alteration in the proposed facility's design clearly articulate the appropriate rationale and need for significant changes that may have occurred between the time of the Business Plan's development and the time of final approval.

See Page 4-18 of the Community Services Master Plan

2.2.9 MULTI-USE FACILITY

That Lakeshore, for all major facility renewal and new leisure facility development initiatives, investigate in depth the potential for a wide range of multiple use opportunities within a single facility venue, as well as multi-partner participation.

See Page 4-20 of the Community Services Master Plan

2.2.10COMMUNITY USE OF SCHOOLS

That Lakeshore initiate discussions with local School Boards to develop strategies and protocols that effectively enhance community accessibility to publicly funded schools for leisure services as a key support and service to community service providers.

See Page 4-21 of the Community Services Master Plan for details

2.3 Parks and Open Space Delivery Strategies

The following recommendations relate to the provision of land both for active and natural heritage purposes in the Town of Lakeshore. It is intended to assist in the acquisition and development of various types of parkland for the community.



2.3.1 DEVELOPER RESPONSIBILITIES

That the Town assess how developers could take on a larger role in the preparation of parks, open spaces, community trails and potentially leisure facility sites, for early development of parks and in new subdivisions.

See Page 4-23 of the Community Services Master Plan for details

2.3.2 NATURAL AREAS MANAGEMENT

That the Town of Lakeshore consider policies and strategies for their natural areas and their use and enjoyment by the public involving:

- Conservation and management plans for each site to ensure their sustainability in harmony with compatible leisure pursuits by the public
- Operational and capital funding at a level consistent with current and future conservation needs and public use
- Development of appropriate infrastructure which supports the use of natural areas by the public, including trails, boardwalks, parking, signage, interpretive facilities, washrooms, litter and garbage control, security and safety
- ▶ Engaging multi-disciplinary approaches that focus on the conservation and human use of the natural areas through the planning and engineering phases of subdivision development
- Encourage and foster existing and additional stewardship partnerships; including the preparation of guidelines to direct the development, maintenance and organization responsibilities of stewardship groups and the Town
- Participation in partnerships with other agencies including ERCA, LTVCA, Ducks Unlimited, Canada South Land Trust, etc. for acquisition, planning and operation of national areas.
- Encourage rural and urban trail development adjacent to natural areas and "blue trails" along waterways.

See Page 4-24 of the Community Services Master Plan for details.

2.3.3 PARKLAND DEDICATION AND LAND TRUST

- That the Town only accept parkland dedications that:
 - Meet the park and open space hierarchy and provisioning standards of the

Official Plan and Community Services Master Plan;

- Effectively support the development of park-based facilities and amenities as per the parks hierarchy development guidelines;
- Do not include designated environmentally sensitive areas, significant woodlots, ravine lands, stormwater management ponds and related lands.
- That Parkland Dedication Funds would only be taken by the Town if the size of dedicated land(s) is too small to support the park and open space provisioning requirements and / or the geographical area is well serviced with parks and open space lands and no additional land requirements are needed.
- That the Town explore with community members and other government agencies such as the Essex Region and Lower Thames Valley Conservation Areas, County of Essex, Ontario Heritage Foundation, Essex Waste Management Authority, etc., the potential to establish a 'Land Trust' as a possible organizational vehicle to acquire, manage and sustain non-developable lands that may come into public ownership but represent capital and operating investments beyond the Town's capabilities and / or interests.
- That the Town continue to maintain and initiate the Ecological Land Donation web page on the Town's internet site to facilitate further stewardship.

See Page 4-25 of the Community Services Master Plan for details.

2.3.4 OFFICIAL PLAN POLICIES

- That the Town ensure the following recommended standards are incorporated into its Official Plan:
 - The Town shall require the conveyance of land suitable for park and other public recreational purposes as a condition of the subdivision of land or development pursuant to the Planning Act. All conveyances shall be made in accordance with the criteria and standards set out in the Community Services Master Plan at the following rates:
 - The conveyance for commercial and industrial purposes shall be 2 percent of the land.

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- The conveyance for residential and other purposes shall be 5 percent of the land, or one hectare of land for each 300 dwelling units proposed, whichever is greater.
- The Town may, in lieu of land dedication, require the payment of money by the owner of the land equal to the value of the land conveyance otherwise required under the following circumstances:
 - Where the required land dedication fails to provide an area of suitable shape, size or location for development of public parkland. Generally a parcel of land may be considered to be of an unsuitable size if its area is less than 0.5 hectare.
 - Where, using the guidelines established in the Community Services Master Plan, it is determined that existing park and recreational facilities in the planning area are adequate to serve the projected increase in population.
 - The determination of the value of the land should be in accordance with either Section 42 or 51 of the Planning Act.
 - The Town, where appropriate and in compliance with the Parkland Dedication Policies of this Plan, may consider portions of protected natural areas for parkland dedication purposes where sufficient active parkland is provided for the neighbourhood and / or community and where the lands are of particular value, either because of their physical, or if appropriate social or environmental character, or because their location provides a link with other portions of the open space system, such as trails. The acceptance of woodlots and other natural areas, in specific circumstances, will encourage the protection of the natural amenity and allow for passive recreational use and educational opportunities.

See Page 4-25 of the Community Services Master Plan for details.

2.3.5 PARKS AND OPEN SPACE HIERARCHY

That the Municipality adopt the following parks and open space hierarchy:

- 1. Neighbourhood / Local Parks
- 2. Community Parks
- 3. Specialized Parks

See Page 4-28 of the Community Services Master Plan for details.

2.3.6 PARKLAND CLASSIFICATIONS AND CRITERIA

That the Municipality adopt the parkland classifications for Neighbourhood / Local Parks, Community Parks and Specialized Parks and the criteria as outlined in Table 2-1, 2-2 and 2-3.

See Page 4-30 of the Community Services Master Plan for details.

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Table 2-1

Recommended Criteria – Neighbourhood / Local Parks

Neighb	bourhood / Local F	Park	S							
В	asic Facility	Op	tional Facilities		Access	Service Area	Preferred	Service Standards	Identity and	Notes
Re	equirements						Size		Location	
■ Pla	ayground	•	Play courts	•	Walking	600 to 800m	0.5 to 2	1ha/1,000	Define edges to	Serves one or
■ Inf	formal seating	•	Play fields	•	Cycling	radius or 15 to	hectares	population	distinguish from	two
are	ea	•	Toboggan hills	•	Trails	20 minutes of			adjacent land use	neighbourhoods
• Op	pen turf area for	•	Horseshoe pits,			walking,		A balance of active	and provide	/ local areas
pla	ay		etc.			uninterrupted by		and passive park	extensive street	
■ Pr	rovide shaded	•	Trail / Trail			major roads and		spaces	frontage for safety	Location and
are	eas (with planting		Connections			other physical			and visibility.	facilities should
or	shade structure)					barriers.				be coordinated
for	r passive								Location to be	with elementary
red	creation					1.0 km radius for			central to the	schools where
■ Pa	ark name and					urban fringe			neighbourhood /	the possibility
sig	gnage					areas			local area it serves,	exists
• W:	aste receptacles								in a way that the	
									service area is not	
									interrupted by major	
									roads and other	
									physical barriers.	
									Screen park from	
									negative adjacent	
									impacts.	

Table 2-2
Recommended Criteria – Community Parks

Community Parks									
Basic Facility	Or	otional Facilities		Access	Service Area	Preferred	Service Standards	Identity and	Notes
Requirements						Size		Location	
■ To fulfill all	•	Additional play	•	Walking	1.6 to 2.6 km	Minimum 4	1ha/1,000	Define edges to	Serves identified
requirements as		fields or play	•	Cycling	radius in built-up	hectares	population	distinguish from	communities such
Neighbourhood /		courts	•	Trails	areas; 2.0 km in			adjacent land use	as Woodlsee,
Local Parks, where	•	Splash pads	•	Driving	urban fringe		Primarily active park	and provide	Stoney Point,
fulfills that function	•	Toboggan hills			areas		spaces with the	extensive street	Comber, etc.
as well	•	Natural areas,					provision of passive	frontage for safety	
 Major playground 		horticultural					spaces to fulfill the	and visibility.	Can serve as a
 At least two 		displays					requirements of a		neighbourhood
competitive level	•	Informal activity					neighbourhood /	Location to be	park for hamlet
play fields and one		areas, eg:					local park where	central to the	areas
play court		horseshoe pits,					applicable.	community it serves	
(basketball, ball		etc.						and be accessible	Location and
hockey, tennis or	•	Informal seating						from a major local	facilities should b
multi-purpose)		areas						road	coordinated with
 Seating area for 	•	Open turf areas							elementary or
viewing		for play						Screen park from	secondary school
 Provision of shade 	•	Concession						negative adjacent	where the
with plating or		facilities						impacts.	possibility exists.
shade structure	•	Washrooms							
 Parking and 	•	Play area, play						Screen	Potentially also
parking lot lighting		court and play						neighbouring	attracts visitors
 Provision of bike 		field lighting						residences from	from other areas
racks	•	Walkway						negative park	the Municipality
 Park name signage 		lighting						impacts (play court	and the outside th
 Waste receptacles 	•	Informational						lighting etc.) where	Municipality
		signage						applicable	
	•	Trails / Trail							
		Connections							

Table 2-3
Recommended Criteria – Specialized Parks

Sp	pecialized Parks										
	Basic Facility	Or	otional Facilities		Access	Service Area	Preferred	Service	Identity and	Notes	
	Requirements						Size	Standards	Location		
•	Basic facility	•	Parking as	•	walking	Serves the	Size varies	3ha/1,000	Define edges to	Includes:	
	requirements to		required	•	cycling	entire town and	depending	population	distinguish from	 Recreations 	al
	be determined on	•	Parking lot	•	trails	beyond	on land		adjacent land use	buildings	
	individual basis		lighting as	•	driving		base,			Waterfront	
•	Park signage		required				facilities and		Location dependent	Parks /	
•	Waste receptacles	•	Washrooms as				venue		on availability of	Beaches /	
			required				purpose		areas with features	Accesses	
		•	Display info or						these parks can	Trails	
			guide to park						rely on	Cultural, Ci	vic
			facilities where							and Historic	С
			applicable							Parks,	
		•	Visitor support							Memorials,	
			amenities,							Monuments	S
		•	Trails, trail							 Public Gard 	dens
			connections							Arboreta	
										 Cemeteries 	3
										 Conservation 	on
										Areas, Wild	llife
										Sanctuaries	s,
										Natural Are	as
										 River corric 	lor
										 Ecologically 	y
										significant I	and
										Potentially attra	cts
										visitors from out	
										the Municipality	

2.3.7 PARKLAND PROVISION STANDARDS

That the Town of Lakeshore adopt the following Parkland Provision Standards:

Neighbourhood / Local Parks
 1.0 ha/1000 persons

Community Parks
 1.0 ha/1000 persons

Specialized Parks
 3.0 ha/1000 persons

 The Town should continue to acquire neighbourhood and community parks through the planning approval process at appropriate locations

See Page 4-36 of the Community Services Master Plan for details.

2.3.8 ENCROACHMENT POLICY

That the Town develop a detailed inventory of encroachments on public lands and develop a policy to restore the lands to public use based on the property laws of Ontario, a consultation process and a final policy being adopted by Council.

See Page 4-37 of the Community Services Master Plan for details.

2.4 Development Strategies

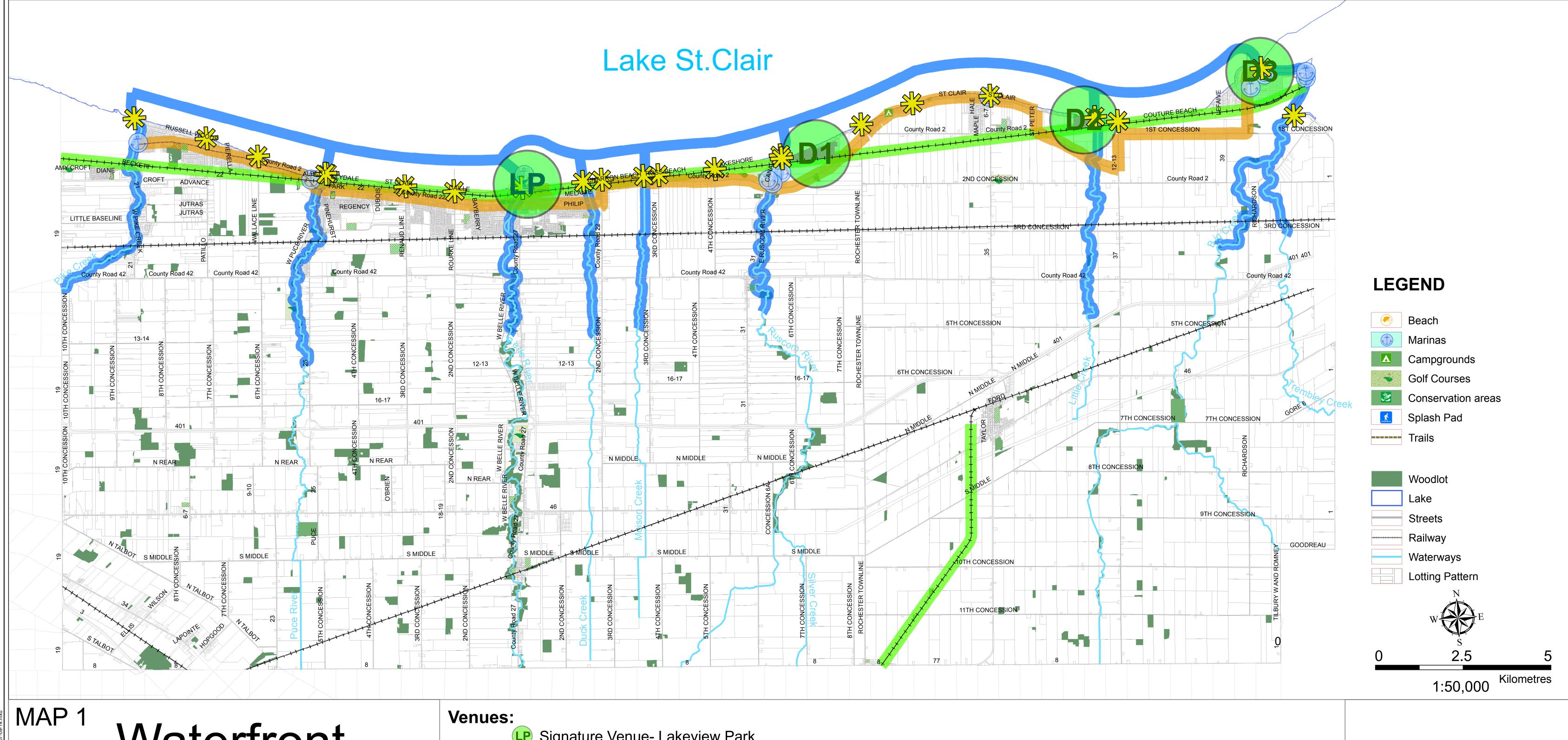
The following strategies are specific to functional activities within the municipality. They relate specifically to the waterfront, trails, environmental land conservation, the former landfill and community centres.

2.4.1 WATERFRONT DEVELOPMENT STRATEGY

That the Town of Lakeshore identify Lakeview Park, Lakeshore Conservation Area parks and shoreline road and blue trail access points, combined with the system of linked trails as the primary passive leisure and recreation feature of the Town.

See Page 5-1 of the Community Services Master Plan for details.

Lakeshore Community Services Master Plan



Waterfront
Development
Strategy

Venues:

LP Signature Venue- Lakeview Park

D Destinations – D1: Ruscom, D2:Tremblay, and D3: Lighthouse Cove Conservation Areas

Access Point – Public Roads and Rivers/ Streams

Trails:

On Road Trails

Blue Waterway Trails

Potential Rail Trail



2.4.2 LAKEVIEW PARK

The Town of Lakeshore undertake the following initiatives for Lakeview Park:

- Undertake a Lakeview Park Master Plan to identify the facilities, establish budgets and a framework for improvements;
- Create a series of festival, events around French heritage and other groups in the community including the Sunsplash festival throughout the year but primarily during the summer;
- Develop summer children and adult programming around facilities built at the park;
- Continue to enhance the trails system with a dedicated walk along the marina and the pier along the Belle River;
- Create a volunteer community steering committee dedicated to development and promotion of festivals and events at the Park;
- Acquire the nine properties between the existing park and the water treatment;
- Acquire the federal government lands including the Marina and lands west of Belle River;
- Create a signature municipal venue for residents and tourist for all major cultural and municipal activities;
- Improve the circulation of water and the problems related to wave action and discharge from the water plant;
- The waterfront properties from the park to the water treatment plan should be identified in the Official Plan as future parkland and identified for acquisition by the Town:
- Enhanced landscaping and tree planting to create shade and amenity in the park;
- ► Engage community organizations in the sponsorship and adoption of key infrastructure improvements for the Park;
- Identify the park as a signature venue in the Official Plan;
- Provide an irrigation system using lake water.

See Page 5-3 of the Community Services Master Plan for details.

2.4.3 BELLE RIVER MUNICIPAL MARINA

- > That the Town negotiate the purchase of the municipal marina from Harbours Canada
- That the Town lease the marina to a private operator for a three to five year lease to provide competitive and innovative means for seasonal and transient boat slips and reduce the deficit for the municipal role.
- That as part of the Lakeview Park Master Plan, the Municipality will identify, construct and service an event office in support of sport fishing, water and trail related events occurring at the marina, Lakeview Park or along the trails.

See Page 5-6 of the Community Services Master Plan for details.

2.4.4 ROAD RIGHT OF WAYS AND NATURAL AREAS

That the Town of Lakeshore undertakes the following initiatives:

- Identify the public right of way access points through improvements through signage and clearly marked parking areas;
- Identify and remove any encroachments;
- Through zoning by-laws, zone these lands as municipal open space and beach access points:
- Show the access points on the parks and recreation mapping;
- Establish a reserve fund for the acquisition of abutting private lots where they become available;
- Where new development occurs along the waterfront obtain public access along the waterfront for future public trail along the waterfront;
- In partnership with the Conservation Authorities develop master plans for all conservation areas and promote public access to the waterfront where possible;
- Retain Couture Beach as an access point to be assembled with the railways should it become surplus.

See Page 5-8 of the Community Services Master Plan for details.

2.4.5 TRAILS DEVELOPMENT STRATEGIES

That the Town of Lakeshore undertake the following initiatives for trails development:

- Provide for trails that are both on road and off road, multi-use and purpose designed to provide the greatest opportunity for the widest range of skill sets
- Create a trails master plan for the Town of Lakeshore
- Assign responsibility for the development and implementation of a trails system to the Community and Development Services Department of the Town
- Create a municipal trails committee of volunteers lead by staff to oversee the development and maintenance of trails with focus on sponsorship from existing service organizations in the community
- Identify an annual budget item for the development and maintenance of trails, including lifecycle costs
- Liaise with the County of Essex and City of Windsor to promote and create an integrated trail network throughout the region
- Identify trails in the Official Plan for the Town of Lakeshore as an important recreational and transportation opportunity
- Provide for the creation of trail and walkway accesses in all new subdivisions
- Acquire all railway rights of way that may be declared surplus by railways for the purpose of trails and utility corridors
- Develop a blue trails system along existing watercourses with access to Lake St. Clair.
- Link and build on the rail trail from Comber to Learnington
- Publish a trails of Lakeshore map identifying the biking, walking and multi-use trails.

See Page 5-10 of the Community Services Master Plan for detail.

2.4.6 ENVIRONMENT AND LAND CONSERVATION POLICY

That the Town of Lakeshore undertake the following initiatives for an environmental strategy:

- Protect existing significant woodlots, wetlands and watercourses through Official Plan policies, zoning regulations and land acquisition;
- Facilitate the donation of land or the creation of conservation easements in accordance with recent Planning Act legislation and the tax credits derived from land;
- Evaluation of a Land Conservancy Foundation to facilitate the protection of additional lands;
- In partnership with the Essex Region Conservation Authority prepare and implement master plans for the conservation and development of the Ruscom Shores and Tremblay Beach Conservation Areas with an emphasis on habitat restoration and birding along the shoreline plus, where feasible, improve access to the shorelines;
- In partnership with the Essex Region Conservation Authority, Canada South Land Trust, Friends of Pike Creek, Friends of Belle River, Nature Conservancy of Canada and related environmental groups continue the acquisition and management of significant natural features in the Town;
- Dedicate a portion of each years Community Fund grants to environmental community groups;
- ▶ Encourage the naturalization of portions of existing park areas, with the planting of native trees and plant species;
- Require the extensive planting of trees, creation of wetlands, and watercourses in the development of new parks and stormwater management areas to complement the active play space in the area.

See Page 5-13 of the Community Services Master Plan for details.

2.4.7 FORMER LANDFILL DEVELOPMENT STRATEGY

That the Town in partnership with local volunteer conservation groups consider the development of passive trails system and natural vegetation plantings on and around the land fill site to create an interior forest habitat on and around the former landfill site.

That the Town investigate opportunities and partnerships with community groups to create a tree nursery for future plantings elsewhere in Lakeshore.

See Page 5-15 of the Community Services Master Plan for detail.

2.4.8 COMMUNITY CENTRE STRATEGY

That the Town of Lakeshore undertake the following actions:

- Continue to operate and manage the Comber and District Community Centre;
- Maintain the Millen Community Centre and review its role and function after the consolidation of the library.
- Retain the former municipal building in Stoney Point and review its role and function after the consolidation of the library.
- Proceed to dispose of the community facilities in St. Joachim and Staples with the revenue placed in a reserve account for the development of a new recreation centre.
- The former Puce School be considered on an interim basis for community centre uses subject to appropriate financing.

See Page 5-17 of the Community Services Master Plan for details.

2.4.9 SPLASH PAD DEVELOPMENTS

- That the Town undertake the development of a splash pad in Comber, in the existing park complex, with completion by 2010, working in conjunction with local residents on the design, development and fundraising considerations to be associated with this initiative.
- That the Town undertake the development of a splash pad in Woodslee Memorial Park by 2012, working in conjunction with local residents and groups in support of the design, development and fundraising considerations to be associated with this project.

See Page 5-20 of the Community Services Master Plan for details.



2.5 Organizational Development and Implementation Framework

2.5.1 TOWN ORGANIZATION AND LEISURE SERVICES DEVELOPMENT

- That the Town of Lakeshore consider the following actions and investments in terms of supporting the ongoing development and enhancement of leisure services delivery within the community:
 - Position the Community Services Department to undertake a stronger leadership role in the following key areas:
 - Marketing and advertising;
 - Coordination and facilitation of community leisure services delivery;
 - Maintenance of municipally-owned facilities and venues, including managing capital projects;
 - Coordination of scheduling and the cross-selling of facility space, sportsfields, ice and related activities across the Town to maximize utilization and revenues;
 - Active community development initiatives in support of all community organizations and volunteer groups to maximize their potential, including trails, the arts and culture, recreation, etc.;
 - The development and delivery, either directly or through bringing in new service providers to the community of leisure services identified as needed by community members on an ongoing basis.
 - Develop a staff team within the Community Services Department that would include a:
 - Manager of Parks and Recreation
 - Parks and Facilities Supervisor
 - Community Development and Leisure Services Coordinator
 - Community Development and Cultural Services Coordinator

- Host an annual forum of community service providing organizations to facilitate and support:
 - Program development and coordination across Lakeshore;
 - Presentation of market trends, needs assessment, new project initiatives, grant opportunities, etc.;
 - Support volunteer recruitment, training, development and recognition;
 - Seek input from community groups on how best the Town can support them in the pursuit of their programs and services to community members.

See Page 6-1 of the Community Services Master Plan for detail.

2.5.2 FACILITY OPERATIONAL STAFFING

- That the Town's approach to determining operational facility staffing requirements be based on the following considerations:
 - That the specialized needs and hours of operation associated with each individual facility within the business planning model approved for the facility to be the basis of the staffing strategy.
 - That operational staffing be undertaken on an as integrated basis amongst facilities in close proximity or attached to one another as much as possible in order to maximize economies of scale.

See Page 6-5 of the Community Services Master Plan for details.

2.5.3 OUTDOOR OPERATING STAFFING STRATEGY

That starting in 2009, the Town establish a parks and open space maintenance team involving one full-time person and one six-month seasonal person to undertake the following:

- To monthly inspect trail segments and the maintaining of the trails related to the cutting back of brush, picking up debris / litter, levelling surfaces, removing deadfall, repairing signs and other tasks associated with this service delivery function.
- To undertake start of season inspections of playgrounds, backstops, goal posts, service buildings, splash pads and other features, plus monthly inspections during the summer season to both protect these assets, as well as to enhance safety and reduce liability.
- To maintain key venues that require specialized and targeted service for tournaments or other uses, such as the Lakeshore Soccer Complex, Belle River Arena Park and other sites.
- To undertake repairs to and maintenance on park and open space facilities on an ongoing basis, including maintenance of picnic tables, garbage cans, signs, fencing and other initiatives.
- To undertake the setups and teardowns and to move around equipment for special events, tourism initiatives, tournaments and other activities requiring additional supports.
- To undertake special projects as they evolve on an annual or as required basis.
- To create capacity to undertake preventative maintenance strategies necessary to protect the Town's assets on a longer term basis.
- To support the venue management programs for natural areas, including the increased use activities that will be occurring at several locations on the Town's waterfront based on the Waterfront Strategy.
- To undertake tree planting initiatives as part of environmental and park and natural area development strategies.
- That between 2012 and 2015, a second full-time parks and open space operating position be created, possibly building on the seasonal part-time position, depending on the level of development that occurs within the waterfront strategy, the Community Trails Plan and the implementation of the various recommendations of the Community Master Plan.

That if for any reason, the Town is required to assume responsibility for grass cutting, garbage collection and / or sports field maintenance that is currently undertaken by community organizations or a contractor, that additional staff be retained who have the capacity to fulfill these requirements, which would be over and above the positions cited in the previous components of this recommendation.

See Page 6-7 of the Community Services Master Plan

2.5.4 MARKETING AND EDUCATION

- That the Town develop an annual marketing plan for parks, recreation, culture and special event services that focuses on the following:
 - Increased targeted communications and marketing strategies / approaches while continuing the same or reduced broadcast-based approaches;
 - Development of a twelve-month, cyclical marketing program for all dimensions of parks, recreation, culture and special event services;
 - A two-tiered marketing strategy that focuses on:
 - Core messages via key media on the benefits of physical activity, leisure activity participation and special events and the value of these components to the quality of community life:
 - Core messages in regards to parks and leisure programs, facilities and services availability, timeframes, fees and other logistical / access considerations;
 - Increased revenue generation from parks, recreation and culture facilities and services focusing on additional use levels, competitive fees, etc.;
 - Undertake a review of the best strategy to deliver marketing services in order to increase participation levels, sport tourism success and revenue generation.
- That the Town develop a monitoring program for voluntary, community-based organizations that:
 - Identifies on a timely basis, trends, decisions or actions that could undermine the sustainability of the organization and / or create an increased impact on the Town of Lakeshore's roles and responsibilities:
 - Undertakes an evaluation of organizations in terms of governance, volunteers,

program quality, financial management and resources, etc., as a report card and organizational support tool on minimum three to five year cycles;

The collection of strategic-based trends, operations and other data that could influence participation patterns, demand profiles, etc., and to share this annually with the service providers.

See Page 6-11 of the Community Services Master Plan for details.

2.5.5 ANNUAL COMMUNITY SERVICES COMMUNICATION PLAN

- That the Town of Lakeshore prepare and implement an annual Communications Plan for the purpose of creating broader public awareness of community services and facilities opportunities; to promote healthier lifestyles; to encourage increased participation from targeted groups and the population at large, to increase facility utilization and revenues; and to promote and support volunteerism, utilizing the following tools:
 - Formation of a Service Provider Communications Task Force and using input from the Community Services Advisory Committee;
 - Season / program start-up announcements via posters, broadcast media and targeted mailings / distributions;
 - Multi-faceted and promoted website access, using links to individual community groups and service providers;
 - Twice a year broadcast-based programming brochures, supported by advertising with distribution throughout the community;
 - Announcement boards at all relevant facilities and venues;
 - A specialized website and brochure section promoting volunteerism, volunteer opportunities and volunteer recognition.
 - Other communication tools as appropriate, such as water billings / notices, seasonal flyers, etc.;

See Page 6-13 of the Community Services Master Plan for details.

2.5.6 FACILITIES RENEWAL STRATEGY

- That the Town of Lakeshore enhance the existing lifecycle process built into the annual budget, by considering the replacement cost and remaining useful life of its parks, recreation and cultural facilities, in order to generate continuous and adequate rehabilitation resources, as well as partial funds for replacement.
- That staff undertake the development of park and open space renewal plans to support the long-term rehabilitation, maintenance and capital budgeting forecasts for these resources, including Building and Venue Condition Studies once every ten years for each asset.

See Page 6-14 of the Community Services Master Plan for details.\

2.5.7 PLAN REVIEW

- That the Community Services Master Plan be updated in terms of Table 2-4 every year in order to maintain an active list of recommendations before Council, the community and staff on an ongoing basis and as related to the Town's multi-year capital forecasting program.
- That the Community Services Master Plan be part of a planning session / workshop involving Council and staff every three to four years, to undertake a review of the recommendations in relation to the changes occurring in the service delivery environment, emerging leisure services trends, municipal financing opportunities / constraints, priorities and other parameters.
- That the Community Services Master Plan be subject to a major review at its ten-year anniversary, to evaluate whether the long-term perspectives of the Master Plan remain focused on the key trends and rationales, or whether new considerations have emerged resulting in a need to redevelop the Plan in whole or in part.

See Page 6-17 of the Community Services Master Plan for details.



COMMUNITY SERVICES MASTER PLAN

Table 2-4
Implementation Framework

Implementation Framework							
Initiative	Location	Description	Year Proposed	Rationale / Need	Estimated Initial Capital Costs (\$000)		
Lakeview Park Long- Term Development	 Waterfront 	 Master Plan – Land Acquisition – 2008 to 2020 Site Development – 2009 to 2020 	Master Plan 2008 to 2020	 Conserve and develop Town's primary waterfront access, park and regional tourism opportunity 	\$50+As available for purchase		
Trails Master Plan Implementation	 Lakeshore 	 Long term development of trails 	2008 to 2020	Opportunities for non-programmed leisure activities involving walking, hiking, etc.	\$150 to \$300 annually		
Multi-Use Recreation Complex	Northwest	Indoor poolTwin pad arenaLibraryCommunity centre	Phase 1 – 2008 Phase 2 - 2015	 Growing population Demand for aquatic and fitness services Library and arena upgrades and relocation needs 	\$25		
Natural Waterfront Areas Development Initiatives	Northeast		2008-2017	 Capitalize on limited public waterfront access Conserve key natural areas 	\$50 per year plus ERCA support		
Maidstone Landfill Master Plan	North / southwest	 Long term development of landfill 	2010 feasibility assessment and master plan	Respond to targeted community needs for integration, motocross, winter hill sports, etc.	\$50 shared with Essex County		

COMMUNITY SERVICES MASTER PLAN

Table 2-4
Implementation Framework

Initiative	Location	Description	Year Proposed	Rationale / Need	Estimated Initial Capital Costs (\$000)
Comber Splash Pad	 Southeast 	 A splash pad for children 3 months to 12 years 	2010	 Responds to delivering of youth opportunities where they live and building local community service opportunities 	\$150
Woodslee Splash Pad	Southwest	A splash pad for children 3 months to 12 years	2012	 Responds to delivering of youth opportunities where they live and building local community service opportunities 	\$150

3.0 MULTI-USE RECREATION CENTRE FEASIBILITY STUDY

3.1 Multi-Use Recreation Complex Summary

Based on the research, market demand, population size and growth projections, competitive assessments and related considerations, a feasible demand profile exists for the development of a future multi-use recreation complex in Lakeshore. The primary perspectives that support this initiative are as follows:

- ▶ The identified need for new, more contemporary and enhanced public library facilities.
- Market demand currently and population growth inputs, along with changing use patterns, requiring a minimum of one more ice pad and possibly a second one over the longer term.
- A population base that can support an indoor pool, particularly if a partnership with the Windsor-Essex YMCA or other operating partner could be developed in terms of a membership-based operation, as is emerging in other communities in Ontario.
- The need for flexible community centre space, that can provide specific opportunities for seniors, teens and arts and culture programming as emerged from the research for the Town's Strategic Plan.
- A potential mix of capital funding sources that would allow the facility to be built without being totally dependent on a municipal-based debt investment.
- Annual operating cost investments of potentially \$200,000 to \$400,000 a year or less depending on partnership arrangements and an ability to market the facility.

See the Multi-Use Recreation Centre Feasibility Study for more information.

3.2 Multi-Use Recreation Complex Feasibility Study Recommendation

Based on this research and analysis, the following recommendations are made:

- 1. That the Town of Lakeshore actively pursue the possible development of a multi-use recreation centre to be fully developed by 2015.
- 2. That Phase 1 of the facility be opened between 2010 to 2012, with the following components:
 - Indoor aquatic centre;
 - A minimum of a single ice pad or possibly developing the twin pad following. If the full twin pad were constructed, the current pad could be established as an interim community centre;
 - Community / fitness centre components.
- 3. That Phase 2 of the project be operational by 2015, including:
 - A Lakeshore branch library;
 - A second ice pad.
- 4. That the preferred site for the planning and development of this facility be on Town-owned property in conjunction with the Lakeshore Soccer Complex.
- That the Town negotiate with the Lakeshore Soccer Association for possible integration of their long-term facility objectives, plus the need to reconfigure the current soccer fields to allow the facility to front on Renaud Line.
- That a mix of capital funding sources be used to support the capital development of this facility, including a minimum community contribution of \$3.0 million.

7. That the Town actively approach the Windsor-Essex YMCA and Town of Tecumseh as to possible operating and funding partners for the complex, the latter, in regards to only the aquatics component.

4.0 COMMUNITY CULTURAL MASTER PLAN

4.1 Introduction

The Community Cultural Master Plan provides direction to Council, staff and the public as to the arts, culture and heritage resources for the community. It identifies challenges and opportunities identified in the Town of Lakeshore. The Community Cultural Master Plan supports objectives identified in the Town of Lakeshore Strategic Plan and Official Plan recognizing the importance of cultural venues, participation in cultural activities and heritage features in the creation of a cohesive and vibrant municipality. The following recommendations include a Vision Statement, a Mission Statement and Cultural Services Initiatives to actively develop and promote cultural venues and events in Lakeshore. All the recommendations are presented in this Executive Summary. References to specific pages of the Cultural Plan are included, to explore the supporting rational for the recommendations.

4.2 Cultural Master Plan Vision Statement

Culture is one of the four pillars—social, economic, environmental, cultural—upon which the Lakeshore community stands. Citizens and local government work together to promote, develop and maintain the Town's cultural assets in conditions in which they can thrive, prosper and be accessed and enjoyed by residents and visitors of all ages, abilities and interests.

See Page 5-1 of the Community Cultural Master Plan for details.

4.3 Cultural Master Plan Mission Statement

- The Lakeshore Community Cultural Master Plan directs the Town's achievement of a dynamic, visible program of cultural initiatives based upon:
 - Strong cultural governance
 - Managed growth to protect cultural resources and ensure quality of place
 - The identification, improvement and maintenance of locations and facilities for cultural groups and activities
 - Positive community change through communication, participation and shared values
 - Expanded opportunities for tourism and economic development

See Page 5-2 of the Community Cultural Master Plan for details

4.4 Cultural Services Master Plan Initiatives

4.4.1 COMMUNITY CULTURAL SERVICES POLICY

- A Community Cultural Services Policy should be established and should include the following content components:
 - Policy rationale and need
 - Policy principles/foundation
 - Policy statement and content
 - Linkages to regulatory and/or statutory acts or legislation, regulations and/or Town policies
 - Implementation and monitoring procedures
 - Mandatory policy review date
 - Amendment tracking component

See Page 5-2 of the Community Cultural Master Plan for details

4.4.2 COMMUNITY DEVELOPMENT AND CULTURAL SERVICES COORDINATOR

The Community Development and Cultural Services Coordinator should be established as a dedicated staff position to develop, implement and administer the Town's cultural policies, programs and services.

See Page 5-3 of the Community Cultural Master Plan

4.4.3 TOWN OF LAKESHORE COMMUNITY ARTS AND CULTURE COUNCIL

Create a Town of Lakeshore Community Arts and Culture Council as a not-for-profit charitable organization whose primary purpose is to advise Council on all matters concerning the artistic life of the community. Include representatives from museums, arts, French heritage, Museums Lakeshore, business community, Chamber of Commerce, Belle River BIA, Youth Council, Seniors Council and one member of the Municipal Heritage Committee of Council.

See Page 5-4 of the Community Culture Master Plan for details

4.4.4 CREATIVE CITY NETWORK OF CANADA MEMBERSHIP

The Town of Lakeshore should join the Creative City Network of Canada as a municipal member and be represented by the Manager of Cultural Services.

See Page 5-5 of the Community Cultural Master Plan for details.

4.4.5 COMMUNITY PARTNERSHIP FUNDING PROGRAM

Review, reposition and expand the Community Partnership Funding Program as the Community Partnership and Investment Fund as an alternative to direct delivery and to sustain a broader mix/spectrum of leisure services, including cultural services, as described in the Leisure Services Delivery Strategies section of the Community Services Master Plan.

See Page 5-5 of the Community Cultural Master Plan for details.



4.4.6 INTEGRATION OF CULTURAL PLANNING AND MUNICIPAL PLANNING STRATEGIES

- ▶ Ensure that culture is included as an essential pillar of community life and is included in the Town planning strategy documents including:
 - Strategic Plan
 - Official Plan
 - Economic Development Strategy
 - Tourism Plan
 - Ensure culture is a consideration in any review and update of Town planning and strategy documents.

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See Page 5-6 of the Community Cultural Master Plan for details.

4.4.7 MUNICIPAL HERITAGE REGISTER OF NON-ARCHAEOLOGICAL HERITAGE RESOURCES

- Develop the Municipal Heritage Register as a first step towards:
 - Advising and assisting Council relative to Part IV (designation of individual properties) and Part V (designation of heritage conservation districts) of the Ontario Heritage Act;
 - Informing and advising Town Council, administration, the development community and the public of their responsibilities relative to the preservation of built heritage resources.

See Page 5-7 of the Community Cultural Master Plan for details.

4.4.8 ARCHAEOLOGICAL MASTER PLAN

- Initiate an archaeological master plan to:
 - Identify and map areas containing archaeological resources or areas of archaeological potential;
 - Develop appropriate policies and procedures to fulfill the requirements of the

Ontario Heritage Act and the Ontario Cemeteries Act;

- Develop appropriate policies and procedures for implementing and utilizing the master plan when assessing the requirements for archaeological review during the development approval process;
- To inform and advise Town Council, administration, the development community and the public of their responsibilities relative to the preservation of archaeological resources through the subdivision process.

See Page 5-8 of the Community Cultural Master Plan for details.

4.4.9 ACCESS TO SPECIALIST RESOURCES

That the Town have access to resources such as a planner/consultant with specialization in built heritage to advise Town Council, administrator, and community groups on heritage-related land use planning issues.

See Page 5-9 of the Community Cultural Master Plan for details.

4.4.10 MUSEUM DEVELOPMENT AND OPERATING STRATEGY

That Lakeshore's three museums are encouraged to create a museum development and operating strategy for the purpose of sharing resources, information and working cooperatively with the goal of hiring a full time professional director / curator and the establishment of a museum organization that meets Ontario Community Museum Standards.

See Page 5-11 of the Community Cultural Master Plan for details.

4.4.11 PERFORMING ARTS AND HERITAGE CENTRE FEASIBILITY STUDY

- That the Town initiate a performing arts and heritage centre feasibility study.
- Work closely with community groups to initiate a feasibility study will help determine the location, funding, governance, administration and operations of a Performing Arts and French Heritage and Archives Centre, either in separate, distinct facilities, or together in the same facility. The study should address:
 - Vision and mission;
 - Governance;

- Evaluation of location options;
- Funding sources and fundraising opportunities;
- Space planning requirements;
- Capital facility costs;
- Projected operating costs;
- Potential operating revenues;
- Attendance and use projections.

See Page 5-15 of the Community Cultural Master Plan for details.

4.4.12 ARTS CENTRE TASK FORCE

Establish an Arts Centre Task Force as a working group and forum to initiate and investigate the feasibility and locations to house a performing arts and French heritage centre and archives, either in separate, distinct facilities or together in the same facility. The Task Force should include representatives from the French heritage community, Museums Lakeshore, business, the Lakeshore Community Arts and Culture Council, the Youth and Seniors Council, the Municipal Heritage Committee, Chamber of Commerce and Town of Lakeshore Council.

See Page 5-16 of the Community Cultural Master Plan for details.

4.4.13 IMPLEMENT BILINGUAL COMMUNICATION SERVICES

Implement a phased policy of bilingual communication services with emphasis upon the following services:

- Front-line customer services:
- Municipal road and building signs;
- Community communications literature and the Town's website

See Page 5-18 of the Community Cultural Master Plan for details.

4.4.14 DOWNTOWN REVITALIZATION PROJECT WORKING GROUP

Establish a Belle River Downtown Revitalization Working Group to initiate a Downtown Revitalization Project in Belle River, Lakeshore's primary Historic Downtown Area to:

- Rediscover heritage landmarks and authentic streetscapes;
- Promote and interpret Belle River's 19th and early 20th century industrial and social history;
- Attract new businesses and tourism to this area.

See Page 5-18 of the Community Cultural Master Plan for details.

4.4.15 CREATE AN ARTS AND CULTURE COUNCIL

That the Town establish an Arts and Culture Council for the advancement, promotion, development and liaison with municipal Council for all arts, heritage and cultural activities.

- Appoint one member of the following groups; Municipal Heritage Committee, Lakeshore Museums Board of Management, the Arts Centre Taskforce and the Downtown Revitalization Working Group and related arts and culture groups to create the Arts and Culture Council.
- Dedicate staff liaison positions to the Arts and Culture Council to support their work.

That the Arts and Culture Council establish a policy of community consultation for major cultural initiatives, including:

- the development of the Community Cultural Services Policy,
- the Museums Lakeshore Feasibility Study,
- the Performing Arts/French Heritage Centre and Archives,
- the Belle River Downtown Revitalization Project,
- the Town of Lakeshore Heritage Routes and Sites projects, and
- the development of area festivals.

See Page 5-19 of the Community Cultural Master Plan for details.

4.4.16 THE LAKESHORE HERITAGE ROUTES PROJECT

Establish a series of connecting Lakeshore Heritage Routes following the routes of early settlement roads.

See Page 5-20 of the Community Cultural Master Plan for details.

4.4.17 THE LAKESHORE HERITAGE SITES PROJECT

Establish a series of Lakeshore Heritage Sites highlighting significant historic locations and events.

See Page 5-21 of the Community Cultural Master Plan for details.

4.4.18 THE LAKESHORE FRENCH HERITAGE FESTIVAL

Revitalize, expand and mount a French heritage festival, under the auspices of the Lakeshore Community Arts Council, featuring French food, music, art and performances as an area-wide festival focused in Belle River and Pointe-aux-Roches in collaboration with the Centre Culturel St. Cyr and the area's French community.

See Page 5-24 of the Community Cultural Master Plan for details.

4.4.19 SUPPORT AND EXPAND LAKESHORE'S ESTABLISHED COMMUNITY FESTIVALS

Support and expand Lakeshore's established community festivals

- ➤ Comber Agricultural Fair Support and expand Comber's annual agricultural fair, highlighting Lakeshore's 19th century agricultural heritage.
- Doc Millen Day Support and expand Doc Millen Day, Woodslee's annual community event, to highlight Woodslee's heritage and culture

See Page 5-25 of the Community Cultural Master Plan for details.

4.4.20 ESTABLISH A LAKESHORE DOORS OPEN EVENT

Lakeshore Doors Open Event - Town of Lakeshore Municipal Heritage Committee should work with the Ontario Heritage Trust and community groups to establish a new venture for Lakeshore—a Doors Open event to showcase Lakeshore's built heritage and cultural resources.

See Page 5-25 of the Community Cultural Master Plan for details.

5.0 TOURISM DEVELOPMENT MASTER PLAN

5.1 Introduction

The Tourism Development Master Plan provides direction to Council, staff and the public as to the tourism uses and tourism investments anticipated over the next twenty years. The Tourism Development Strategy supports the objective of the Draft Official Plan to ensure that Lakeshore is economically progressive and successful. This includes promoting the Town as a tourist and recreation destination.

5.2 Tourism Development Strategy

Major "built form" tourism attractions in Ontario have, with a few notable exceptions, been developed with public funds, and require ongoing financial support from the public sector for their operation. There has been a notable lack of attraction development in this province for the past twenty years, with most new attractions linked to provincial and federal infrastructure programs. Unfortunately, virtually all of these funding initiatives have been omnibus programs that fund everything from sewers to hospitals, not a dedicated tourism, culture and heritage program. With municipalities struggling to provide essential infrastructure, tourism projects seldom make the cut for public funding from these omnibus programs. The likelihood of a major publicly funded tourism project in Lakeshore or the surrounding region is very limited in the foreseeable future.

With limited prospects for the development of new tourist attractions or transient accommodation facilities in the foreseeable future, the Town of Lakeshore must capitalize on its existing tourism assets and increase their market appeal and draw by:

- Enhancing the quality of programs and content for cultural and heritage assets;
- Packaging and clustering tourism operations to create a stronger sense of critical mass
- Establishing Lakeview Park as the focal point for tourism in the Town, for festivals and events, and for tourism related services and infrastructure (e.g. Visitor Information Centre, bicycle rentals, trip itineraries);
- Improving awareness and increasing the reach and frequency of marketing initiatives;
- Supporting industry efforts to ensure equitable and sustainable management practices for the Lake St. Clair sports fishery.
- Enhancing the quality of tourism infrastructure and services.



Providing effective leadership to coordinate and integrate the activities of those organizations directly or indirectly involved in tourism development and operations.

To do so will require both leadership and financial support from the municipality. As noted earlier, tourism is not a high priority for many organizations in the area, and limited resources are available for tourism initiatives. Tourism attractions and events have limited marketing and management resources, and most of their efforts are directed to day-to-day operations. The marketing funds available are typically directed at the day-trip market, generating relatively modest economic impact for other sectors of the Town's economy.

5.3 Tourism Vision Statement

The Town of Lakeshore is recognized by its citizens and visitors alike for unique tourism experiences, focused on its natural, cultural and heritage resources.

See Page 4-2 of the Tourism Development Strategy for details.

5.4 Tourism Product Development

5.4.1 TOURISM PRODUCT DEVELOPMENT GOAL - QUALITY PRODUCTS

Goal 1: Enhance the quality of existing products to increase their market appeal and capture rate.

See Page 4-3 of the Tourism Development Strategy for details.

5.4.2 TOURISM PRODUCT DEVELOPMENT STRATEGIES – QUALITY PRODUCTS

- 1.1 From the existing tourism product inventory, identify priority products marketready products, or those with potential to become market ready, that fit within the identified priority markets of sports fishing, culture, heritage, festivals & events.
- 1.2 Working with the selected operators, develop product enhancement strategies to improve market ready status and market appeal. Product enhancement strategies should address the full scope of operation including physical plant, program and content, management and marketing. Opportunities for consideration include coordinating the efforts of local museums and archives to provide more cost effective, focused, professional activities through exploring joint and coordinated displays, exhibits, activities, staffing, funding and marketing (e.g. one brochure for all, a combined ticket price, etc.)

- 1.3 Focus tourism activities on Lakeview Park. For example, provide economic incentives to community groups and others interested in development festivals and events; provide facilities for operators interested in offering visitor services such as bicycle rentals, kayak rentals; enhance visitor information services such as wayfinding and literature distribution.
- 1.4 Identify the funding and other resources required to implement the product enhancement strategies, and what will be required to secure such funding and resources.

See Page 4-3 of the Tourism Development Strategy for details.

5.4.3 TOURISM PRODUCT DEVELOPMENT GOAL - NEW PRODUCT

Goal 2: Develop new, market ready tourism product to the priority market segments.

See Page 4-4 of the Tourism Development Strategy for details.

5.4.4 TOURISM PRODUCT DEVELOPMENT STRATEGIES - NEW PRODUCT

- 2.1 Identify product development opportunities from amongst the existing priority market segments, as well as opportunities in emerging or niche markets such as agri-tourism and eco-tourism. Particular emphasis should be directed to the creation of a new "signature event" tied to the priority market segments, and staged at Lakeview Park.
- 2.2 Identify potential developer partners from amongst current tourism stakeholders and other related stakeholder groups (e.g. cultural and heritage societies, community service organizations).
- 2.3 Working with the selected development partners and stakeholders, prepare product development strategies for new market ready tourism products.
- 2.4 Identify the funding and other resources required to implement the product development strategies, and what will be required to secure such funding and resources.

See Page 4-4 of the Tourism Development Strategy for details.

5.4.5 TOURISM PRODUCT DEVELOPMENT GOAL - EXTENDED STAY

Goal 3: Increase market draw and length of stay through new tourism packages.

See Page 4-4 of the Tourism Development Strategy for details.

5.4.6 TOURISM PRODUCT DEVELOPMENT STRATEGIES – EXTENDED STAY

- 3.1 Working with operators in the priority market segments (including where appropriate, operators from neighbouring communities), as well as complementary service providers (accommodation, retail, dining, transportation), develop product clusters, product itineraries and product packages aimed at the Hunting & Fishing Enthusiast, Heritage Enthusiast and Scenic Tour Seekers. Opportunities for consideration include a series of guided and self-guided packages and itineraries. Use Lakeview Park as the focal point for guided and self-guiding itineraries.
- 3.2 Working with existing destination marketing organizations such as the Visitor and Convention Bureau of Windsor, Essex County and Pelee Island, identify promotion and distribution strategies for new packages and itineraries.
- 3.3 Identify the funding and other resources required to implement the product development strategies, and what will be required to secure such funding and resources.

See Page 4-5 of the Tourism Development Strategy for details.

5.4.7 TOURISM PRODUCT DEVELOPMENT GOAL - INCENTIVES

Goal 4: Provide economic incentives for private sector investment in new or enhanced tourism product.

See Page 4-5 of the Tourism Development Strategy for details.

5.4.8 TOURISM PRODUCT DEVELOPMENT STRATEGIES - INCENTIVES

4.1 Establish a Lakeshore Tourism Development Opportunity Fund to support the implementation of approved tourism development strategies.

- 4.2 Establish eligibility criteria giving priority to proposals that:
 - provide matching funds;
 - bring together multiple operators;
 - have sustainable development and operational practices;
 - establish Lakeview Park as the focal point for the Town's tourism activities; and support the approved tourism development strategies.

See Page 4-5 of the Tourism Development Strategy for details.

5.4.9 TOURISM PRODUCT DEVELOPMENT GOAL - SPORT FISHING

Goal 5: Enhance the quality and sustainability of the Lake St. Clair sports fishery.

See Page 4-6 of the Tourism Development Strategy for details.

5.4.10 TOURISM PRODUCT DEVELOPMENT STRATEGIES - SPORT FISHING

The following strategies are directed towards the realization of Goal 5.

- 5.1 Working with marina operators, charter boat operators and other knowledgeable stakeholders, identify the key issues affecting the sustainability of the Lake St. Clair sports fishery.
- 5.2 Identify the trade industry groups and other organizations tasked with advocacy on behalf of the stakeholders, and assess the advocacy platforms and recommendations of such groups.
- 5.3 Support and help to advance those advocacy initiatives consistent with the Town's overall strategic plan.

See Page 4-6 of the Tourism Development Strategy for details.

5.5 Tourism Infrastructure & Services

5.5.1 TOURISM INFRASTRUCTURE & SERVICES GOAL - ACCOMMODATION

Goal 1: Increase the quantity and quality of transient accommodation available to visitors.

See Page 4-7 of the Tourism Development Strategy for details.

5.5.2 TOURISM INFRASTRUCTURE & SERVICES STRATEGIES – ACCOMMODATION

- 1.1 Encourage the development of further bed & breakfast accommodation to supplement the existing inventory of commercial accommodation.
- 1.2 Continue to pursue the development of a new, nationally branded three or four star hotel.
- 1.3 Identify the funding and other resources required to implement the product enhancement strategies, and what will be required to secure such funding and resources.

See Page 4-7 of the Tourism Development Strategy for details.

5.5.3 TOURISM INFRASTRUCTURE & SERVICES GOAL – VISITOR INFORMATION

Goal 2: Improve the quality of Visitor Information Services.

See Page 4-7 of the Tourism Development Strategy for details.

5.5.4 TOURISM INFRASTRUCTURE & SERVICES STRATEGIES - VISITOR INFORMATION

- 2.1 Enhance wayfinding systems for visitors. Specifically:
 - Identify current signage for tourist attractions and services
 - Identify needs and opportunities for new or enhanced signage and wayfinding, including opportunities to identify newly developed itineraries and tours. Lakeview Park should be positioned as the "hub" for
 - wayfinding and visitor information services.
 - Develop a common wayfinding package with standard specifications for graphics, word marks, design and colour.

- 2.2 Develop a tourism-focused website, housed on the Town's current website.
- 2.3 Prepare a service delivery strategy and business case for the operation of a seasonal Visitor Information Centre in Lakeview Park.
- 2.4 Identify the funding and other resources required to implement the Visitor Information Services, and what will be required to secure such funding and resources.

See Page 4-7 of the Tourism Development Strategy for details.

5.6 Tourism Leadership and Management

5.6.1 TOURISM LEADERSHIP AND MANAGEMENT GOAL - ENHANCEMENT

Goal 1: Enhance the leadership and coordination of tourism related activities.

See Page 4-8 of the Tourism Development Strategy for details.

5.6.2 TOURISM LEADERSHIP AND MANAGEMENT STRATEGIES - ENHANCEMENT

- 1.1 Establish an organization with the mandate to co-ordinate a program of tourism management including, product development, visitor information services, itinerary and package development and destination marketing.
- 1.2 Retain a tourism program coordinator within the Economic Development department to oversee the approved tourism development and marketing initiatives.
- 1.3 Develop and implement a community awareness program to create a better understanding of the importance of tourism for the Town. Programs such as "Be a tourist in your home town" reinforce the awareness of the tourism product, underscore the need for a visitor-focused service culture, and help generate additional demand from the Visiting Friends and Relatives (VFR) market.

See Page 4-8 of the Tourism Development Strategy for details.

5.6.3 TOURISM LEADERSHIP AND MANAGEMENT GOAL - RESEARCH

Goal 2: Develop the research tools and data required to guide tourism development and destination marketing.

See Page 4-9 of the Tourism Development Strategy for details.

5.6.4 TOURISM LEADERSHIP AND MANAGEMENT STRATEGIES - RESEARCH

- 2.1 Develop procedures for the regular collection and analysis of tourism performance indicators, including secondary data sources (e.g. Ontario Travel Monitor) as well as local market indicators (attractions and event attendance, accommodation occupancy levels etc.).
- 2.2 Develop and implement a program of primary consumer market research in the identified target markets, to gain a better understanding of the current level of market awareness, travel intentions, buying behaviour, media preferences etc.

See Page 4-9 of the Tourism Development Strategy for details.

5.6.5 TOURISM LEADERSHIP AND MANAGEMENT GOAL - AWARENESS

Goal 3: Increase the awareness of the Town of Lakeshore as a tourism destination.

See Page 4-9 of the Tourism Development Strategy for details.

5.6.6 TOURISM LEADERSHIP AND MANAGEMENT STRATEGY - AWARENESS

3.1 Develop and implement a destination marketing plan for the Town of Lakeshore.

See Page 4-9 of the Tourism Development Strategy for details.