

KINCARDINE

# PARKS AND RECREATION STRATEGIC PLAN

MARCH 12, 2024

## LAND ACKNOWLEDGMENT

*We acknowledge that The Municipality of Kincardine is situated on the traditional lands and treaty territory of the Saugeen Ojibway Nation, which includes the Chippewas of Nawash Unceded First Nation and the Chippewas of Saugeen First Nation, whose ancestors were the first to inhabit, care for and live on this land.*

*We recognize and deeply appreciate the contributions that Indigenous Peoples have made, both in caring for this land and shaping and strengthening this community, our province, and our country.*

*As a public service organization, we are dedicated to learning and acknowledging Indigenous history and culture and are committed to actions that move us towards a journey of truth, healing and reconciliation with the Saugeen Ojibway Nation (SON), the Métis Nation of Ontario (MNO) and the Historic Saugeen Métis (HSM).*

## PROJECT CONTRIBUTORS

On behalf of the residents of the Municipality of Kincardine, McQueen Galloway Associates extends our appreciation for the support, leadership, and insights of the following people who have contributed to this Parks and Recreation Strategic Plan.

### MEMBERS OF COUNCIL

**Kenneth Craig**, Mayor

**Andrea Clarke**, Deputy Mayor

**Rory Cavanagh**, Councillor-At-Large

**Mike Hinchberger**, Councillor-At-Large

**Jennifer Prenger**, Councillor-At-Large

**Beth Blackwell**, Ward 1 Councillor

**Doug Kennedy**, Ward 1 Councillor

**Bill Stewart**, Ward 2 Councillor

**Amanda Steinhoff-Gray**, Ward 3 Councillor

### STAFF

**Jayne Jagelewski**, Director Community Services

**Christina McLean**, Administrative Assistant

**Karen Kieffer**, Manager of Community and Recreation Programs

**Lori Fioze**, Manager of Strategic Initiatives

**Jillene Bellchamber-Glazier**, CAO

**Roxanna Baumann**, Director of Corporate Services/Treasurer

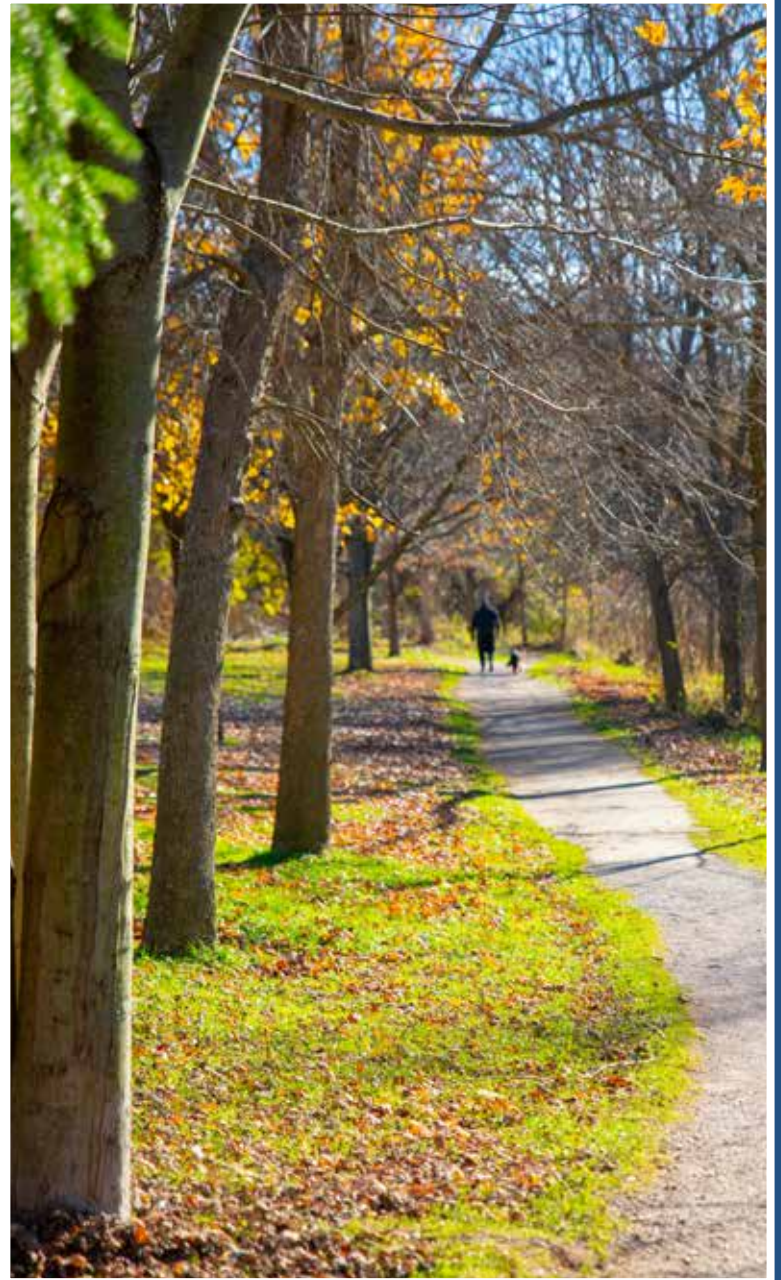
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## PART 1: INTRODUCTION



### INTRODUCTION

**Residents of Kincardine are passionate about their community and place a high value on the importance of the parks and recreation facilities and services.**

As a growing community, the Municipality commissioned a Parks and Recreation Strategic Plan to guide the development, improvement, and provision of parks and recreation services over the next 10 years.

The Parks and Recreation Strategic Plan is intended to provide guidance on the planning of parks, facility development and redevelopment, partnership opportunities, cultural enhancements, as well as the delivery of services, programs, and events. It is to be a strategy for growth and the delivery of services that align with the Municipality's priorities while reflecting the varied needs and interests of the community. The plan is to be a priority – oriented document that will illustrate how to transform conceptual goals into realistic, achievable targets within the Municipality. Finally, it is to identify gaps and options for enhancement to facilities, parks, trails, community programs, services, and events.

### WHY A PARKS AND RECREATION STRATEGIC PLAN AND WHY NOW?

- **Founded on qualitative and quantitative data** from a historical perspective.
- **Represents the needs of the community** through direct input and dialogue from residents, service providers, and user group consultation.
- **Aligned with corporate strategic priorities** and other Plans of the Municipality.
- **Reflects participation trends** in parks and recreation outdoor and indoor activities.
- **Offers recommendations to be considered over a 10-year time horizon** with consideration for short-term, medium-term, and long-term implementation.
- **Identifies who should assume responsibility to lead recommendations**, and what resources are required to implement each recommendation.
- **Assists with aligning resources and setting priorities** through the capital and operating budgets and Departmental business plans.
- **Assess current and future recreation needs of the community.**
- **Provides strategies** to fill gaps and improve efficiencies.
- **Parks and Recreation has the ability to connect people to each other and the community** to create a healthier more active and engaged Municipality.



The Parks and Recreation Strategic Plan is intended to align, where possible, with the Municipality’s over-arching Corporate Policy Documents including:

- The Official Plan
- Corporate Strategic Plan
- **Integrated Strategy 2.0**
- Municipal Accessibility Plan
- Asset Management Plan
- Energy Reduction and Demand Management Plan
- **Waterfront Master Plan**
- **Cycling Master Plan**



Additionally, recommendations contained in this Parks and Recreation Strategic Plan will inform future updates to the Integrated Strategy “3.0”, or the planned update to the Corporate Strategic Plan.

Recommendations in this Strategy that specifically align with the Integrated Strategy 2.0 will be noted accordingly. This demonstrates that the Municipality is moving forward with implementation that has been directly identified in the Integrated Strategy 2.0, and which has a current timeline through the period of undertaking this planning process.

Each of these Policies and Plans have varying time frames for up-dating. Some of these up-dates are regulated by the province while others are at the discretion of the Municipality. Ideally, each plan serves to inform other plans as they are updated from time-to-time. Taking this approach also assists staff in working collectively to maximize Municipal resources while achieving shared goals. For example, the Municipality’s current Official Plan anticipates that there will be amendments to be made resulting from this strategic plan.

The Integrated Strategy 2.0 and the Waterfront Master plan have the closest alignment with the Parks and Recreation Strategic Plan. The Integrated Strategy 2.0 provides a common road map that aligns major initiatives and priorities from across the organization. The Waterfront Master Plan addresses those parks and amenities that are adjacent to the waterfront and includes 28 strategies, 17 themes and capital projects that must be considered in relation to this Plan.

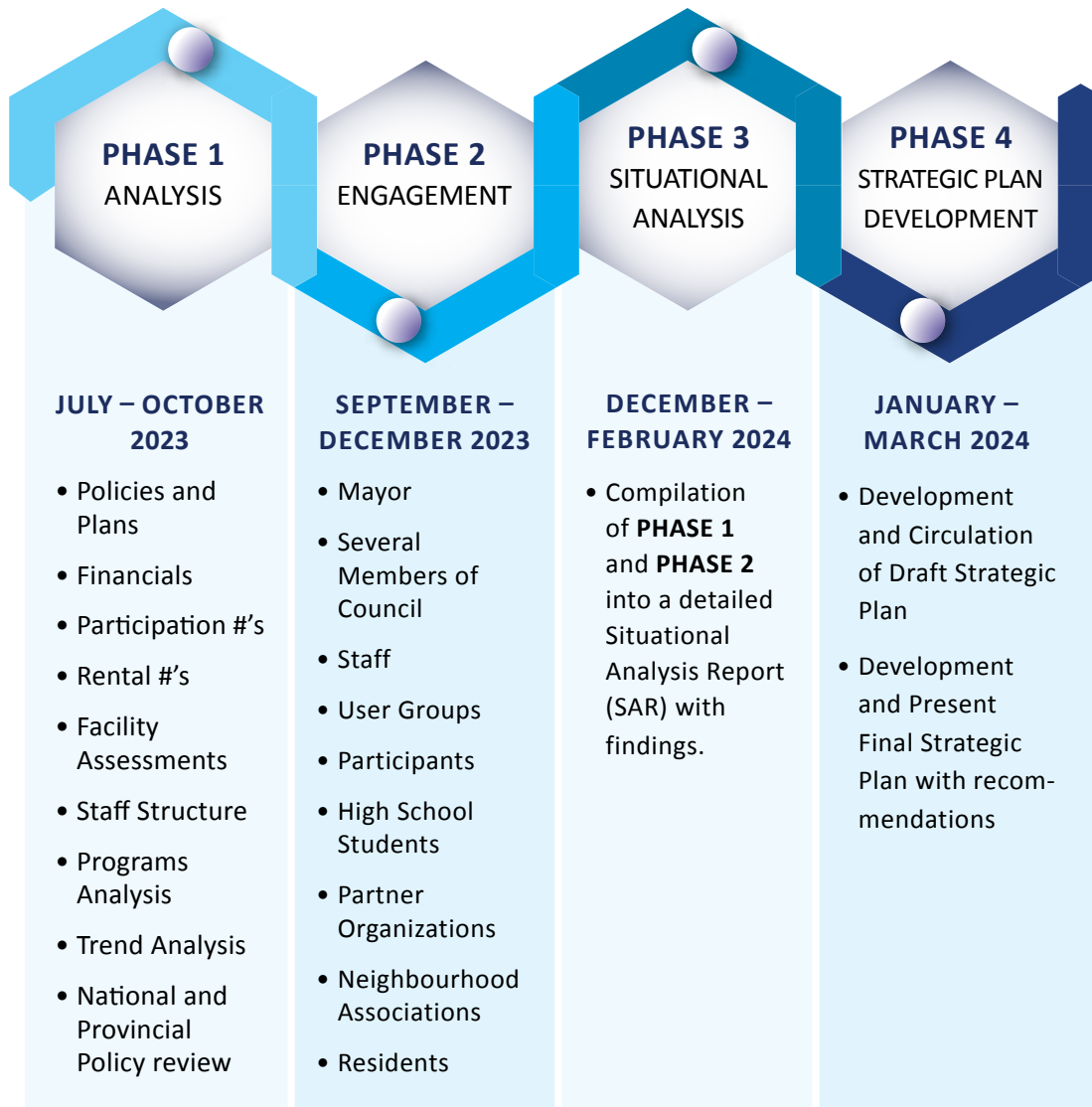
The Community Services Department plays a critical role in contributing leadership to achieving these strategic objectives and actions as identified in the Integrated Strategy 2.0. This will include continued work with all staff, volunteers, Council, and community partners. Specific areas of focus identified as ‘*Strategic Objectives*’ in which Community Services may play a key role include (but may not be limited to):

- Fostering a resilient economy
- Planning a sustainable future
- Enhancing quality of life
- Providing responsive and effective government

Measurement towards achieving the strategic objectives in the Integrated Strategy 2.0 is to be undertaken using two levels:

- ☑ Key Performance Indicators to identify evidence of intended results.
- ☑ Broad community measures that track trends and issues over many years.

THE PLANNING PROCESS



ENGAGEMENT

The development of this Parks and Recreation Strategic Plan included a comprehensive approach that was accentuated by a very robust community and stakeholder engagement process. The level of involvement throughout demonstrates both public and Municipal administration passion for parks and recreation, an interest in helping to shape the future, and an understanding that services that impact quality of life in any community require investment of time and financial resources. The process included evidence-based research and analysis, which when combined with the robust community and stakeholder engagement, led to a path forward for the next decade.

SITUATIONAL ANALYSIS REPORT

The purpose of the Situational Analysis Report is to create a benchmark with respect to how the Municipality is currently meeting the parks and recreation service needs of its residents. This benchmarking exercise is evidence-based. It includes quantitative results of the current inventory of assets, utilization rates, financial performance, demographics, and growth projections. It is further informed by qualitative information through stakeholder engagement, policy alignment, trends and best practices, and sound planning principles.

The situational analysis report helps determine what (if any) gaps currently exist and how, when, where, and why those gaps could be addressed. The report also clearly identifies which community needs the Municipality is already positioned to meet over the ensuing years. These observations informed the themes and recommendations in the final Parks and Recreation Strategic Plan.

The Situational Analysis is available on the Municipality’s website.



### The Parks and Recreation Strategic Plan was initiated in the Summer of 2023 and will conclude in Q1 2024.

At the outset of the discussions regarding the overall approach for the plan, the need to consider previously completed plans and studies, the overall capacity of the Department and key external influences, it became evident that there were at least three key items that could significantly change the focus for priorities and impact overall direction to provide an improved course of action for the Municipality. These include:

**POTENTIAL MEGA-SCHOOL** – The status for the decision regarding the development of a “Mega-School” by The Bluewater District School Board which could have major implications including, but not limited to, the following:

- **Potential to partner** on shared indoor and outdoor facilities
- **Impact on the future** of the existing track and other existing facilities at the Davidson Centre
- **Opportunity to expedite** a progressive Reciprocal Use agreement
- **Impact on the potential to relocate** the facilities currently within Connaught Park
- **Uncertainty of school board plans** for existing high school lands and building should it be decommissioned

**BRUCE C POWER PROJECT** – The impact of the Bruce C Power Project, which could have major implications including, but not limited to, the following:

- **Growth implications and timing for housing**, full-time and seasonal employment.
- **Changed demographics** and potential interest in new and different recreation and sport interests.

- **Capacity to pay user fees** and/or have time interest in volunteering.
- **Potential to introduce a Municipal Accommodation Tax** including impacts to housing, tourism and revenue generation.
- **Making the Municipality of Kincardine a ‘community of choice’** based on lifestyle, education facilities, quality of parks and recreation services for young families.

**DEFERRED INFRASTRUCTURE RENEWAL** – The impact of a lack of timely investment in park and recreation infrastructure.



- **Although several components at the Davidson Centre have been developed** or renewed (splash pad, gymnasium, walking track, select sport fields), many other assets have not been maintained over time.
- **A proactive and well managed approach to capital budget planning** and implementation over the next several years should be a priority.
- **The use of all available planning tools** (Asset Management Plan, Facility Condition Assessments, customer and staff feedback, compliance with AODA) should be coordinated to inform the capital forecast.
- **Specific staff resources** to manage projects is needed.

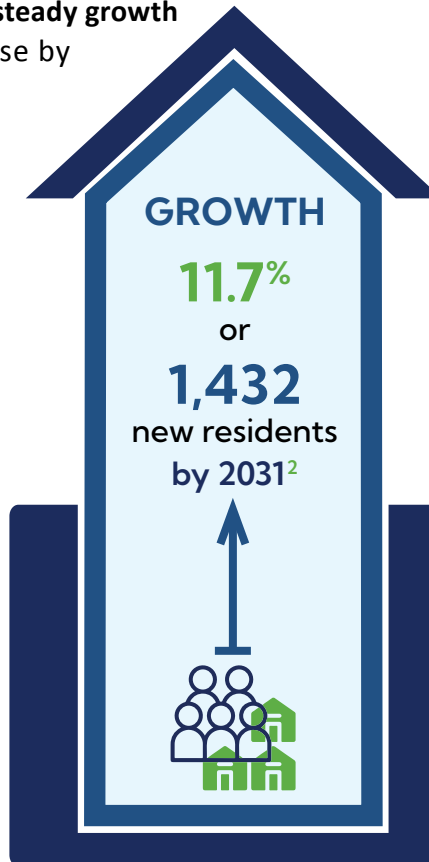
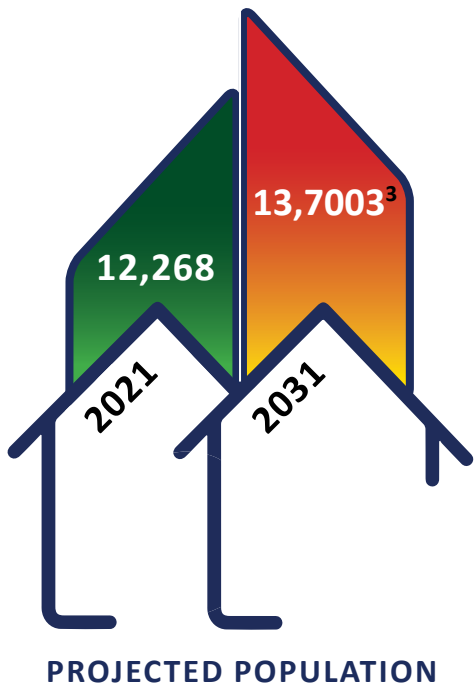
For all of the reasons listed above, it is recommended that the Municipality of Kincardine undertake a review of the recommendations contained within this plan at the 5-year mark of the 10-year life of the plan. This will allow staff to re-assess priorities, validate future plans, re-assign resources and otherwise prepare them to respond in the best interests of the community with the most recent data and decision-making possibilities available at that time.

COMMUNITY PROFILE

On the shores of Lake Huron, the Municipality of Kincardine is a thriving community renowned for its beaches, indoor and outdoor recreational opportunities, festival and events, and a rich agricultural community.

GROWTH

The Municipality has experienced moderate and steady growth over the past decade and is projected to increase by 11.7% or about 1,400 new residents by 2031.<sup>1</sup>

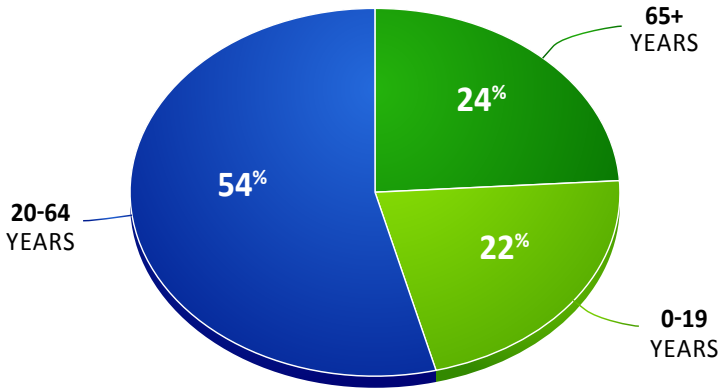


**The Municipality** has experienced moderate and steady growth over the past decade and **is projected to increase by 11.7% or about 1,400 new residents by 2031.**<sup>1</sup>

Footnotes: 1. External factors, such as an expansion of Bruce C Power Project, may affect population growth. 2. Plan the Bruce: Good Growth, Final Report P.40 , accessed Aug.11,2023. 3. Subject to increase due to Bruce C Power Project

**POPULATION PROFILE<sup>4</sup>**

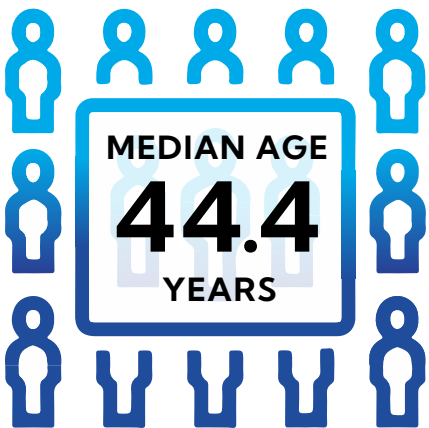
The Municipality’s population profile has implications for parks and recreation programs and services. The highest population age cohorts are 55 to 75 years. This will continue to require services for older adults within the spectrum of municipal services. The second largest age cohorts are 25 to 49 years of age. These age cohorts will continue to demand services for active adults and family programming. This age cohort tends to be linked to the number of residents in younger age categories as these cohorts are likely to be starting or growing their families.



*These age cohorts will continue to demand services for active adults and family programming.*

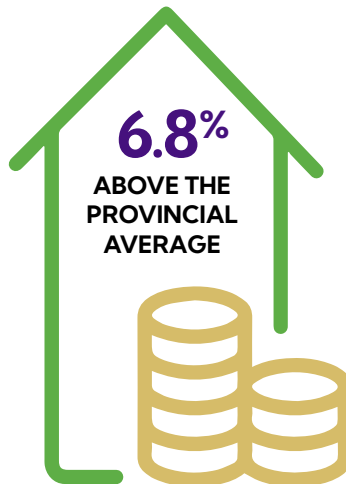
**MEDIAN AGE**

44.4 Years which is 9.2 Years above the provincial median age. However, the trend over time shows that the average age of the population is declining.



**INCOME**

**Average Household Income = \$101,800**  
(\$6,500 or 6.8% above the provincial average)



Footnote: 4. 2021 Census.

## CONSULTATION PROCESS

The engagement approach for the Municipality of Kincardine was robust and developed purposefully.

It included a mix of engagement strategies to generate a broad base of input. This included personal interviews with staff, Council, focus groups with key stakeholders, two community workshops – virtual and in person, a high school workshop, and discussions with representatives of key community organizations. An online survey completed the consultation process and garnered over 700 responses. The workshops and online survey demonstrate the high level of engagement within the community for parks and recreation services, the passion that is evident from residents, volunteers and user groups, and the importance that the public place on being able to share their views and contribute to Municipal decision making.



### WORKSHOPS/ENGAGEMENTS

- **2 IN-PERSON ENGAGEMENTS**  
*(OVER 150 PARTICIPANTS)*
- **HIGH SCHOOL WORKSHOP**



### ONLINE

- **ON-LINE SURVEY**  
*(OVER 719 RESPONSES)*
- **2 VIRTUAL WORKSHOPS**
- **SPORT USER SURVEY**
- **EMAIL AND TELEPHONE CORRESPONDENCE**



### INTERVIEWS

- **INTERVIEW WITH STAKEHOLDER GROUPS**
- **INTERVIEWS WITH STAFF GROUPS**
- **INTERVIEW ACCESSIBILITY COMMITTEE**
- **DISCUSSION WITH MEMBERS OF COUNCIL**
- **INDIVIDUAL WRITTEN SUBMISSIONS FROM PARTNER ORGANIZATIONS**

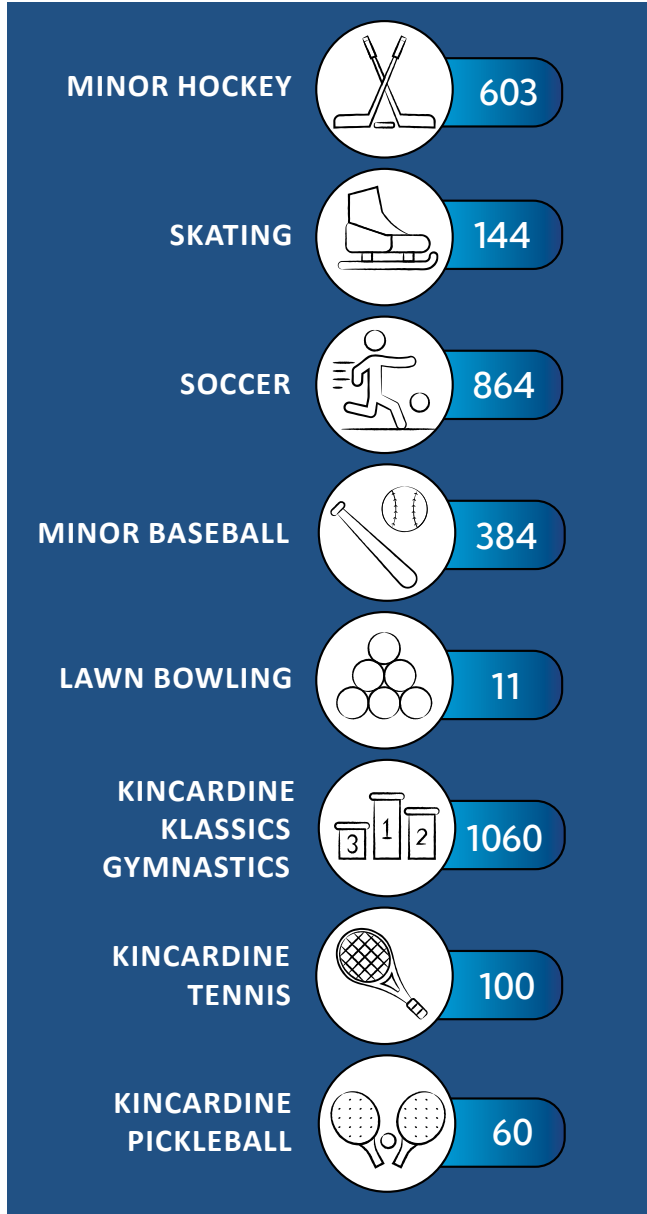
**DURING THE COMMUNITY AND THE HIGH SCHOOL WORKSHOPS THE PARTICIPANTS WERE ASKED TO COMPLETE A SOAR** (Strength, Opportunities, Aspirations and Results) exercise that resulted in a significant number of inputs as participants responded to the four sections and were prompted to add their thoughts based upon robust facilitated table discussions. The feedback was then grouped into a two-page visual summary document that was used in the second workshop to help gain insights on priorities for the community.

**THE FOCUS OF THE SECOND WORKSHOP WAS TO GATHER INPUT FROM PARTICIPANTS ON PRIORITIES, BASED ON THE FEEDBACK RECEIVED DURING THE FIRST WORKSHOP.** Using theme headings, workshop attendees participated in a ‘dotmocracy’ exercise to visually note their thoughts on large wall charts. Some individuals completed individual feedback sheets that were submitted at the conclusion of the workshop. All results were tabulated into top priorities based upon this visual exercise and summarized. Another section asked respondents to note what they did NOT think should be a priority and to indicate that with a visual marker (‘dot’) on the wall charts.

**ADDITIONALLY, A SURVEY WAS SENT TO SEVERAL COMMUNITY ORGANIZATIONS ASKING THEM TO SHARE INFORMATION ABOUT THEIR ORGANIZATIONS AND MEMBERSHIP NUMBERS.** The purpose of the survey was to assess trends in sport in Kincardine and get direct feedback from the user groups on their needs, and to help inform recommendations on facility allocations in the future. The survey was sent to sport groups that use the Municipality’s amenities in parks, outdoor facilities, and indoor facilities. We received responses for all groups we approached: Kincardine’s Lawn Bowling, minor Baseball, minor Soccer, minor Hockey, Skating, Tennis and Gymnastics. In addition, we had a 1:1 call with a representative from Pickleball.



**PARTICIPATION NUMBERS FROM ALL GROUPS IN 2023<sup>5</sup>**

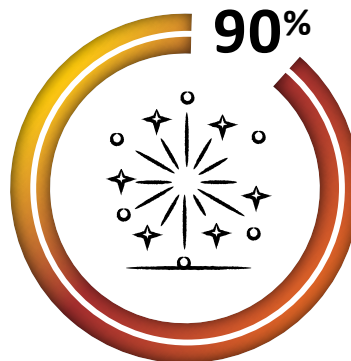


**ON-LINE SURVEY**

An online survey was developed to provide additional opportunities for residents to provide detailed feedback on current and future priorities. Respondents were asked about utilization of programs and facilities, the importance of and satisfaction with current parks, programs, facilities and events, as well as communication preferences. In addition, respondents were asked to prioritize investments and give their views on how projects should be funded. Throughout the survey there were multiple opportunities for open-ended comments. The survey clearly showed that residents are passionate about parks and recreation.

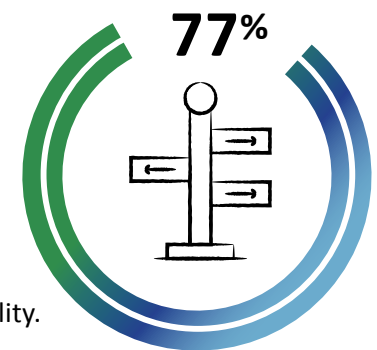


Majority of Respondents were



**OVER 90%** of respondents attend special events in the Municipality

**77%** of respondents said they use trails and pathways in the Municipality.



**Footnote: 5.** Registration numbers were self reported by groups and could included annual participants or participants per session.

## **PART 2:** PARKS AND RECREATION STRATEGIC PLAN OVERVIEW





### STRUCTURE OF THE PARKS AND RECREATION STRATEGIC PLAN

The Strategic Plan consists of a series of recommendations, organized according to the various responsibilities of the Community Services Department:

- Indoor Facilities
- Outdoor Spaces and Amenities
- Trails and the Waterfront
- Service Delivery, Policy and Administration
- Recommendations

Each of the recommendations is supported by a rationale or introductory preamble that sets the context for the recommendation. The detailed background commentary and rationale, as well as the quantitative and qualitative evidence that supports the recommendations is included in the Situational Analysis Report. Each of the recommendations will highlight the associated Strategic Theme it falls within by a symbol. Lastly, when a Recommendation is also linked to another strategy or plan, the appropriate reference will be identified.

### RECOMMENDATION IMPLEMENTATION STRATEGY

A separate document with a summary of all the recommendations, accompanied by implementation timelines and associated policies and plans, will be used as a Department Workplan. It is designed to help staff and elected officials prioritize deliverables.





### STRATEGIC THEMES

The background data collection and consultation exercises contained within the Situation Analysis Report revealed four distinct themes. These themes serve to help organize the recommendations and provide additional context for implementation.



#### INVESTMENT AND SUSTAINABILITY

The way in which a community plans investment in existing and future infrastructure while ensuring sustainability, are vital for vibrant, resilient communities. Recommendations under this theme focus on sustainable operations including ensuring assets are maintained and contribute to community pride, ensuring capacity to manage services over time, evidence-based planning/policy and investment in aspects of parks and recreation.



#### SUPPORTIVE COMMUNITY

The Municipality of Kincardine seeks to create a community where everyone is welcomed, and all people have the chance to participate in a healthy, active lifestyle. Recommendations under this theme provide actions that will enhance opportunities for all residents and visitors to experience the very best of recreation and parks in the Municipality in a welcoming and supportive way. A focus on responding to changing needs and interests will also be included under this theme.



#### ENHANCING THE CUSTOMER EXPERIENCE

This theme brings the customer experience to the fore and recommendations are geared towards providing a high-quality customer experience for residents and visitors alike at every interaction and point of contact for the customer. Actions in this theme area can also provide direction to try new, emerging, or creative ways to promote parks and recreation.

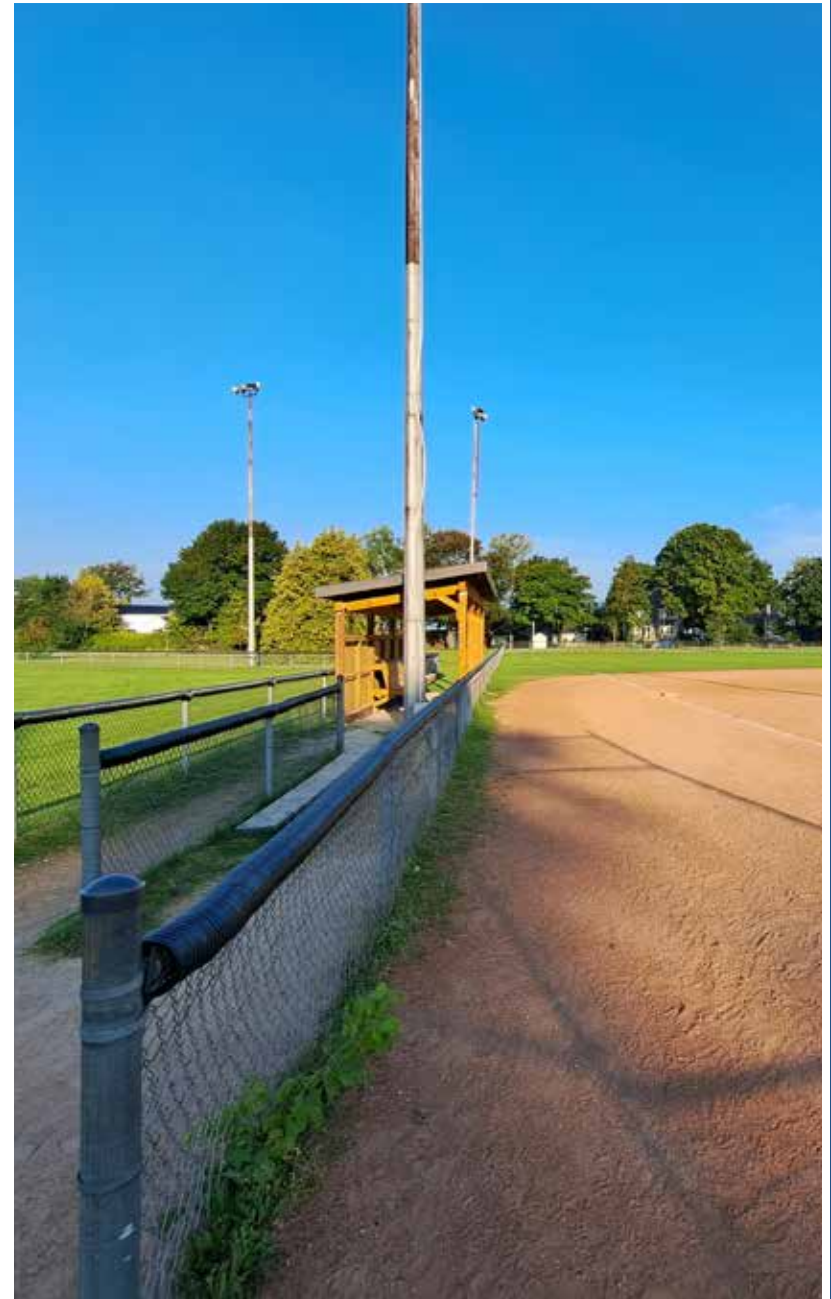


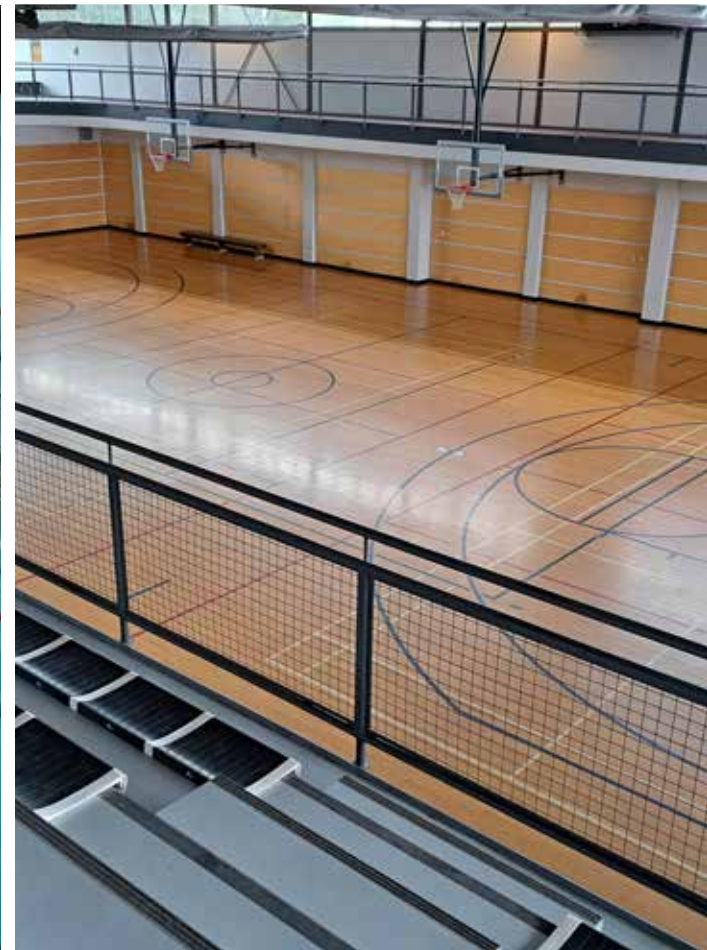
#### CHANGE MANAGEMENT

This theme addresses the usual implications of change that can be experienced within any organization, whether public or private. Change can be because of new or differing internal or external influences, a change in funding support, changes brought about through technology, policy direction to respond to current legislation, and turnover of staff/volunteers and their inherent institutional knowledge. It acknowledges that change can be difficult and requires a variety of strategies to support a seamless embrace within and outside the organization.

### **PART 3:** RECOMMENDATIONS

- Indoor Facilities
- Outdoor Spaces and Amenities
- Trails and the Waterfront
- Service Delivery, Policy and Administration





## SECTION 1: INDOOR FACILITIES

**The Municipality has a variety of indoor facility assets** including the Davidson Centre (ice pad, pool, gymnasium, fitness centre, and several multi purpose rooms), the Tiverton Sports Complex (ice pad and hall), and several Halls.

It also contract manages the Pavilion/Dance Hall, and independent buildings that serve either a more distinct function (such as home of the Kincardine Klassics Gymnastic Club within the Kincardine Agricultural building), or offer multi-purpose programming space, options for social gatherings and events. (These include the Brucedale Community Centre, Armow Women’s Institute, Underwood Community Centre, Whitney Crawford Community Centre and Storage Building, Kincardine Public Library building, Agricultural Building, Dunsmoor Park Pavilion/Hall, Kincardine Arts Centre, and Lighthouse.)

For a municipality the size of Kincardine, the Davidson Centre represents a significant multi- use recreation facility providing options for all ages. The importance of having all amenities within one facility is a key factor in bringing in new users and uses, providing options for participants to be exposed to other activities that may encourage them to try something new.

The municipality also has non-recreational facility assets in its inventory. While not uncommon, providing ongoing maintenance and investment in ensuring a state-of-good-repair for these buildings consumes human and financial resources. Managing leases and third-party relationships is also time consuming.

**THE DAVIDSON CENTRE CONTAINS THREE MAIN “ANCHOR” FACILITIES** including the ice pad, the indoor pool, and the gymnasium/ walking track.

### THE DAVIDSON CENTRE MULTI-USE RECREATION CENTRE (MURC)

**The Municipality has had the benefit of a multi-use recreation centre for decades.** Previous Council’s should be commended for securing this substantial parcel of land to facilitate the breadth of both outdoor and indoor facilities contained on this campus.

This facility serves as a hub to the entire geographical area and is well utilized. The Municipality should continue to invest the necessary capital to maintain its current condition. The Davidson Centre contains three main “anchor” facilities including the ice pad, the indoor pool, and the gymnasium/walking track.



**FUTURE CONSIDERATIONS FOR THE DAVIDSON CENTRE**

**POOL STUDY** – The Municipality’s Development Charges Background Study identified the need for a “Pool Study” at \$30,000 to be funded from the Development Charges Reserve Fund. This item should be included in the 2025 Capital Budget. The results of a pool study will determine the viability of

- (i) revitalizing the indoor pool at its current location within the facility,
- (ii) whether it should be re-constructed adjacent to the gymnasium (potentially displacing the soccer field) and repurposing the indoor pool (for example, with the gymnastics centre),
- (iii) or whether it becomes an anchor facility on a new site

Feeding into these options must also include a full assessment of the programming needs expected from the pool going forward, including traditional programs that can be accommodated within the ‘rectangular pool design’ as well as new aquatic approaches that includes warm water tanks, leisure features, and therapeutic programs.

There are key decision points that will impact future planning and priorities for the Municipality. In terms of the future possibility for a new Multi-Use Recreation Centre (MURC), the following influences will need to be considered.

**BRUCE C POWER PROJECT - The growth anticipated from the Bruce C Power Project will likely create a demand for a third ice pad towards the end of the duration of this Strategic Plan.** This will create a new dimension in facility planning

for the Municipality. It is more financially prudent to operate a twin pad facility than a single pad facility. This will challenge the Municipality to consider

- (i) twinning the Tiverton Sport Centre,
- (ii) twinning the Davidson Centre ice pad requiring the displacement and reconstruction of many amenities or
- (iii) it becomes an anchor to a new facility site and repurposed the single pad as an indoor sport facility (indoor fieldhouse or future gymnastic site).

**MEGA SCHOOL** – The location of a mega school in Kincardine could present a favorable opportunity for the Municipality to consider an expanded campus to include any combination of outdoor and indoor facilities that would offer a complete synergistic regional facility.

**POTENTIAL CONNAUGHT PARK RELOCATION** – Discussed in the “Outdoor Facilities” section of this plan, is the potential relocation of the Connaught Park facilities to accommodate future growth and to provide for updated sport facilities to meet current needs and usage profile. A new site for these outdoor facilities could also serve to include the relocation of one or more amenities at the Davidson Centre or other indoor facilities to accommodate future growth.



## RECOMMENDATIONS – THE DAVIDSON CENTRE



### INVESTMENT AND SUSTAINABILITY

- **Undertake a Business Plan for the Davidson Centre.** Ensure that budget tracking, cost centres and data collection aligns with elements of the plan to monitor results. The Business Plan should also consider the analysis of 12 month ice within the Municipality.
- **Complete a detailed facility conditions assessment of all parts of the Davidson Centre, inclusive of a 10-year capital replacement cost estimate.** This recommendation will provide a more complete order of magnitude of cost for the rehabilitation and revitalization needs of the Davidson Centre and should be done in conjunction with any analysis of a new indoor or outdoor relocation of a Multi-Use Recreation Facility.



### A SUPPORTIVE COMMUNITY

- **Working with the Accessibility Committee, commission an accessibility consultant to develop an updated plan to improve accessibility at municipal facilities and parks.** Use recent accessibility audit (2023) of the Davidson Centre and include in future capital budget forecast.

*Develop an updated plan to improve accessibility at municipal facilities and parks.*



## ICE PADS AND INDOOR POOLS

There are established provision standards for Ice Pads and Indoor Pools as follows:

FACILITY TYPE	PROVISION STANDARD	CURRENT SUPPLY	10 YEAR OUTLOOK
Ice Pads	1 per 450 Minor Sport Participants	2	Monitor
Indoor Pools	1 per 30,000 Population	1	Maintain

### ICE PADS

The Kincardine Minor Hockey Association reported their registration number for 2023 at 603, and the Kincardine Figure Skating Club reported 144 registrants.

The combined minor ice sport group registration was 747 in 2023. Based on a provision standard of one ice pad per 450 registrants, the user groups should be able to accommodate additional participants through improved, equitable allocation, adjusted scheduling, and shared resources with neighbouring municipalities.

It should be noted that 90% of hockey registrants and 95% of figure skating participants live in the Municipality reflecting a very high residency rate.

Beyond the financial considerations, there are three other factors that may influence the need to begin to consider a third ice pad.

First is the timing of the Bruce C Power Project and subsequent impacts on growth. Secondly, participation in ice sports have not recovered from pre-pandemic levels although there are geographical anomalies to this trend, such as the Municipality of Kincardine. Hockey Canada reported total pre-pandemic registrations of 643,958<sup>6</sup> in 2018/19 and post-pandemic registrations in 2022/23 at 550,137<sup>7</sup>.

A third consideration, although outside the time horizon for this strategy, would be the potential to repurpose certain amenities within the Davidson Centre that may suggest assessing the potential for a new recreation complex, including ice. The life expectancy of the Tiverton Arena would also be considered in this analysis, which is discussed further in this report.

**Footnotes:** 6. 2018-19-hockey-canada-annual-report-e.pdf (hockeycanada.ca) 7. 2022-23-hockey-canada-annual-report-e.pdf (hockeycanada.ca) 8. The term “exceptionalities” is now commonly used in the education sector and elsewhere instead of “disabilities” as it is more inclusive.

## RECOMMENDATIONS ICE PADS



### INVESTMENT AND SUSTAINABILITY

- **Maintain existing ice pads in a state of good repair and plan for major capital replacements** to ensure sustained operations of these assets over the life of this plan.



### CHANGE MANAGEMENT

- **Work with all ice user organizations to monitor participation and review ice allocation and policies annually to address inequities in allocation between all users** (historic groups, girls, boys, youth, and adult) playing times for all abilities.



### CUSTOMER EXPERIENCE

- **Seek options to maximize use of ice during all time periods**, including access to new families, options for people with exceptionalities<sup>8</sup> (i.e., sensory skate) and youth-based skating options.

## INDOOR POOL

**The current pool at the Davidson Centre has sufficient capacity to accommodate demand for traditional programming throughout the duration of this plan.**

The existing rectangular pool is aged and in need of a complete revitalization as anticipated in the Development Charges Background Study<sup>9</sup>. The pool design is consistent with pools built in a similar timeframe.

The location of the pool within the Davidson Centre is also somewhat problematic. It is flanked by other facilities on three sides, leaving the south-easterly side as the only unencumbered option to consider expansions for additional aquatic amenities. Its adjacency to the Health Club provides some options to blend 'wet and dry' options maximizing both facility spaces.

The public expressed interest during the engagement sessions for more creative programs that could be introduced or re-introduced. It was noted that the physical layout of the pool is limiting in this regard but creative approaches, as well as having trained staff and suitable equipment, could result in the use of the pool for more innovative water programs and activities.

The future of the indoor pool at the Davidson Centre involves a distinct challenge to the Municipality. Determining options for the revitalization or redevelopment of the indoor pool is a necessary first step for Council to understand the best path forward. Assessing whether a contemporary aquatic facility can be realized at the existing Davidson Centre or whether it becomes an anchor to a future Multi-use Recreation Complex is a pivotal planning decision. The future of the indoor pool is also not the only major consideration for the Davidson Centre as identified in the previous section on the Davidson Centre



## RECOMMENDATIONS INDOOR POOL



### INVESTMENT AND SUSTAINABILITY

- **Conduct a facility assessment on all components of the pool at the Davidson Centre to identify their need for repair and replacement.** Ensure future capital forecast budgets are updated accordingly.
- **That Council support the capital budget provision for the Pool Study.** This should include an analysis to address expansion capabilities at the south-east wall, relocation of the fitness centre along the south-west wall, or relocation adjacent to the gymnasium, and/or other options that maximize continued use of the aquatic facilities within this Centre that meet new and contemporary expectations for an indoor pool such as a therapeutic pool and play features.

Footnote: 9. HEMSON\_Kincardine\_2021-DC-Background-Study\_15April21.pdf Appendix B - 71



### GYMNASIUM AND HALLS

There is no provision standard for halls and or multi-purpose spaces. The Pavilion referenced in this section is the Dunsmoor Park Pavilion as it contains multi-purpose space that could be used for programming and events. The other Municipal Pavilions are discussed in the Outdoor Facilities section of this plan.

According to data collected in the Situational Analysis Report staff reported that the gymnasium was used for 70% of the prime-time hours available. This data suggests that there is additional capacity of 30% of prime-time space available for use. As the growth projections for the next 10 years is 11.7% (not including Bruce C Power Project) the Municipality will have sufficient gymnasium space over the duration of this plan.

The Kinsmen Hall is rented for 24% of the available prime-time and the Underwood Hall is rented for 40% of prime-time hours concluding that there is sufficient capacity of multi-purpose/hall space available through the geographical area of the Municipality.



### RECOMMENDATIONS HALLS



#### CHANGE MANAGEMENT

- Continue with the review and updating of agreements with various community organizations regarding hall/facility operation. Include expectations regarding data required annually, need for Municipal policy adherence (where relevant), submission of usage statistics.

*There is sufficient capacity of multi-purpose/hall space available throughout the geographical area of the Municipality.*



## CONNAUGHT PARK (AGRICULTURAL) BUILDING

The Municipality owns the building in Connaught Park and has leased the building to the Kincardine Agricultural Society (KAS) under an agreement.

The KAS has in turn sub-leased the building to the Kincardine Klassics Gymnastics Club (KKGK) for their year-round program – save and except the time that is required for the preparation and execution of annual fair activities. This purpose requires the Gymnastics Club to remove and store their equipment and suspend their popular program, which has become increasingly problematic as they must remove and store expensive and specialized equipment and in an adjacent facility area. This arrangement has worked out well from a financial standpoint for both groups. The KAS can meet their financial obligations through renting the building, and the KKGK has benefitted from the lower rental costs. It should be noted that the KKGK has contributed to capital upgrades such as HVAC to better accommodate their program participants.

From a functional standpoint however, the growing popularity of the Kincardine Klassics Gymnastics Program has led to the need for a 12-month facility requirement (without interruption). The KAS has also experienced access conflicts due to ballfield bookings during their set-up period.

The Kincardine Agricultural Society has proposed the notion of amalgamating their fair activities with the Tiverton Agricultural Society to no avail. This situation calls for Municipal leadership to facilitate this potential amalgamation solution.

The recommendations contained in this section are based on the Municipality maintaining long-term ownership of Connaught Park.



## RECOMMENDATIONS AGRICULTURAL BUILDING



### INVESTMENT AND SUSTAINABILITY

- **Ensure that the Connaught Park (Agricultural) Building is included in the Asset Management Plan for Recreation assets** and included in future capital budget forecasts.



### CHANGE MANAGEMENT

- **Provide Municipal leadership to advance the amalgamation of the Kincardine Agricultural Society with the Tiverton Agricultural Society** including financial incentives to benefit both parties.
- **Restructure the agreement with the use of the Agricultural Building** ensuring Municipal leadership as first party to either organization under legal agreement, to
  - (i) Establish the primary rental of the building to the Kincardine Klassics Gymnastics Club inclusive of revised rental rates that represent fair value for dedicated lease space by a not-for-profit organization.
  - (ii) Ensures the Agricultural Society is provided with appropriate storage space (temporary) for their Fall Fair requirements until an amalgamation solution is achieved.

### WHITNEY CRAWFORD COMMUNITY CENTRE

**We note that there is resident interest in the future re-design and redevelopment of the Whitney Crawford Community Centre (WCCC).**

There is also an allowance in the capital forecast to proceed to a more detailed design phase.

As previously noted, the Municipality has capacity to accommodate additional demand for multi-use space, hall space, and social gatherings within its existing asset inventory.

It is our recommendation that the Municipality not proceed with the redevelopment of new indoor space, until such time as it repairs, renews, replaces, and revitalizes its existing indoor and outdoor facility assets.

During the next 10 years, the Municipality will need to execute distinct recommendations within this Strategic Plan that will better inform staff and Council on the future of indoor and outdoor facilities at the Davidson Centre, and the indoor and outdoor facilities at Connaught Park. With a better understanding of the future of these two sites, the Municipality will be in a better position to determine the future function of the Whitney Crawford Community Centre.

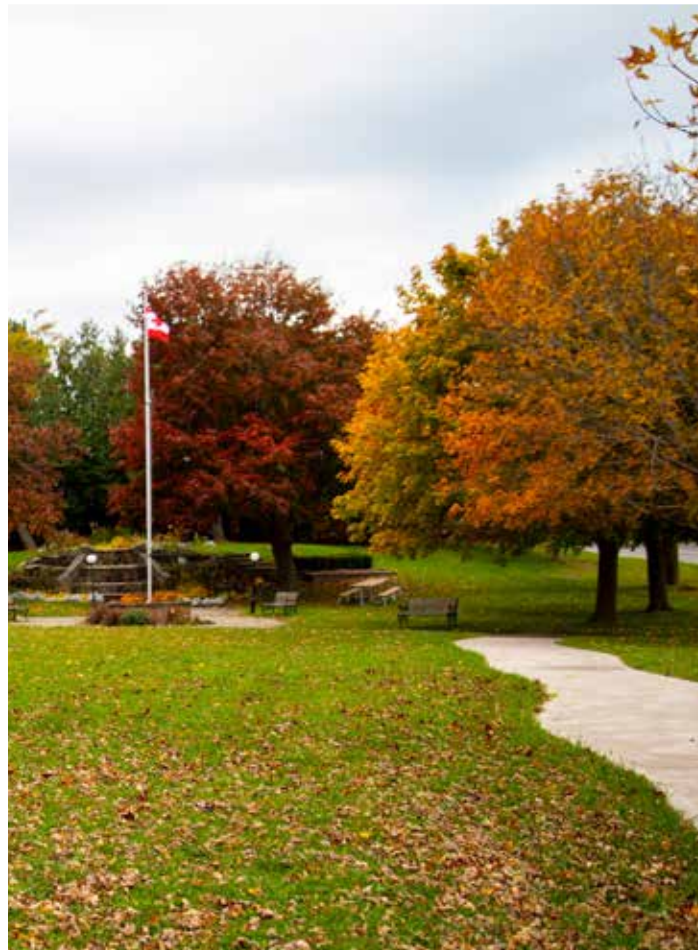
## RECOMMENDATIONS WCCC



### INVESTMENT AND SUSTAINABILITY

- **It is our recommendation that the Municipality not proceed with the redevelopment of new indoor space, until such time as it repairs, renews, replaces, and revitalizes its existing indoor and outdoor facility assets.**





## SECTION 2: OUTDOOR SPACES AND AMENITIES

**PARKLAND SUPPLY AND STANDARDS**

The Municipality of Kincardine has established its parkland supply expectations in the Official Plan. It defines standards for park types, hectares/1,000 population, servicing radius, and minimum size as follows:

	Ha/1,000	SERVICE RADIUS	MINIMUM SIZE
Sub-Neighbourhood	Na.	0.20	.05 Ha
Neighbourhood Park/Elementary School Combination	2.0 Ha	.4 – .8 km	4 Ha
Community Park/Secondary School Combination	1.5 Ha	.6 – 2.4 km	12 Ha
Regional/Special Use	6.5 Ha	8 – 50 km	20 Ha
<b>TOTAL HECTARES / 1,000 POPULATION</b>	10.0 Ha		

The Situational Analysis Report uncovered several discrepancies between the Municipality’s Official Plan Standards and the actual park types and sizes the Municipality has in its park inventory. Two of the current park categories are combined with Elementary School or Secondary School sites and aggregate size.

While it is entirely appropriate to encourage the location of neighborhood or community parks adjacent to school sites, combining park size with school site size is unconventional. This is largely because the school boards can determine and modify the standards for school site sizes based on educational or curriculum standards and are not fixed. Furthermore, not all neighbourhood or “community” park require a school site. The Municipality would be better served by establishing park categories based solely on the function of their existing park system.



**RECOMMENDATIONS  
PARKLAND SUPPLY**



**CHANGE MANAGEMENT**

- **Amend the Official Plan Parkland Categories** to exclude the combination of elementary school and secondary school site sizes, in favour of a new policy statement that “encourage the co-location of parks with school sites and/or stormwater capture areas, and/or open space areas.”

### NEIGHBOURHOOD PARKS

The Municipality’s current inventory of neighborhood parks comprises a total of 1.7 hectares / 1,000 population. As discussed previously it is difficult to assess if this meets the Municipality’s Official Plan Standards of 2.0 Hectares/1,000 which includes elementary school sites, which offers additional rationale for the previous recommendation. On merit, we would conclude that the Municipality’s current 1.4 Hectares / 1,000 is well within contemporary standards.

The Municipality has numerous neighborhood parks that vary in size from a low of .04 Hectares (Stonehaven Park) to a high of 2.63 Hectares (Helliwell Park). Many municipalities have smaller legacy parks that served a distinct or unique function at the time they were created. These smaller parks continue to play an important historical role; however, the Municipality should avoid smaller parks going forward. Smaller parks are largely less desirable as they limit the amount of park amenities that can be sited, which diminishes the functionality of the space and the overall park experience for users of all ages.

From a financial standpoint, it is more costly and less efficient to maintain such parks on a per acre basis due to floating maintenance equipment and staff time spent on dismounting and re-mounting the operations equipment. It is for this reason that we are recommending that the Municipality adopt a minimum size for new neighbourhood park size of 1 Hectare.

This would allow room for a junior and senior playground structure, shade area, perimeter or connecting trail loop, community garden, and medium size playfield or neighbourhood gathering area.

Contemporary standards for walkability to a neighbourhood park and/or distance to a play structure ranges from 500 metre to 800 metre radii typically free of major barriers such as highways/concessions/arterial roads, rail lines, hazard lands, open spaces with no pedestrian link. The Municipality’s current standard range from “sub-neighbourhood park” at a 200-metre service radius, to a range of 400 – 800 metre service radii.

Considering the previous recommendation of amending the minimum size of a neighbourhood park and otherwise eliminating the “Sub-Neighbourhood Park” category, it is recommended that the Municipality adopt a “walkability” and “play structure” standard of 500 – 800 metre service radii.



## RECOMMENDATIONS COMMUNITY PARKS



### CHANGE MANAGEMENT

- That the Municipality amend its Official Plan Neighborhood Park standard to be a minimum of 1 Hectare, and to adopt a provision standard of 1.4 Hectares / 1,000 population to reflect the current neighbourhood park supply.



### CHANGE MANAGEMENT

- That the Municipality amend its Official Plan service radius for Neighbourhood Parks to 500 – 800 metres.

**COMMUNITY PARKS**

The Municipality has several parks that serve a broader “Community” need. It is understood that Community Parks also serve a neighbourhood need, but they are meant to serve the broader community. Those parks that serve a broader community need include: (i) Davidson Centre & Lions Park, (ii) Connaught Park, (iii) Bruce Avenue/Legion Park, (iv) Tiverton Lions Park, (v) Tiverton Arena.

The size of these Community Parks ranges from a low of 4.6 Hectares (Tiverton Lion’s Park) to a high of 10.93 Hectares (Bruce Avenue/Legion Park). The Municipality’s current Official Plan standards for Community Parks is a minimum 12 hectares when combined with a Secondary School. We note that there are no Community Parks adjacent to the Senior Secondary School site in the Municipality which makes the current OP standard for Community Parks underrepresented. We also note that the service radius for Community Parks adjacent to Secondary Schools is between .6 to 2.4 Kilometers. Defining service standards for a Community Park is unique. Contemporary policies for Community Parks do not define a service radius and are defined by its function in serving the broader community, including the general expectation that they are a ‘drive-to’ destination.

To bring the Municipality’s Community Park Standards into conformity with contemporary policies and reflective of this current inventory we propose the following. The Municipality’s current provision rate for Community Parks is 2.3 Hectares/1,000.

**RECOMMENDATIONS  
COMMUNITY PARKS**



**CHANGE MANAGEMENT**

- That the Municipality amend its Official Plan policy for Community Parks to reflect a provision target of 2.3 Hectares/1,000, and a minimum size of 4 Hectares and eliminate the service radius.



*The Municipality has several parks that serve a broader “Community” need.*



**REGIONAL AND SPECIAL USE PARKS**

The Municipality’s final park category is a **Regional and Special Use designation**. The minimum size is 20 Hectares with a service radius between 8 to 50 Kilometers. We note that the Municipality has one site that meets the size criteria of 20.20 Hectares which is the Davidson Centre and Lions Park site. For all intents and purpose, the Davidson Centre and Lions Park site functions as a regional facility, while also serving a Community Park function. The current Official Plan identifies a total provision standard of 6.5 Hectares/1,000 which combines Regional and Special Use Parks. It’s acknowledged that both park types serve a broader community or regional function, there is merit in separating these park types for the purpose of defining park size standards.

**RECOMMENDATIONS  
REGIONAL USE PARKS**



**CHANGE MANAGEMENT**

- That the Municipality amend its Official Plan policy to identify Regional Parks as a **distinct park type**, with a provision target of 1.6 Hectares/1,000, and a minimum size of 15 Hectares.

**SPECIAL USE PARKS**

The Municipality has several parks that could be readily considered “Special Use” which include Reunion Park, Dunsmoor Park, Macpherson, Geddes Park, Rotary Park, Wildfang Park, Victoria Park, Station Beach. Such parks tend to be unique by virtue of their location (waterfront /valley lands) or their function (historical, cultural, access to nature, panoramic views, unique feature). Because of their uniqueness they tend to have a community or regional reach. The Municipality’s inventory of Special Use Parks ranges from a low of .81 Hectares (Victoria Park) to 8.18 Hectares (Reunion Park) with the same service radius of 8 to 50 Kilometers. The Official Plan Standard for the supply of Regional and Special Use Parks is 6.5 Hectares/1,000 population while the current supply is 1.2 Hectares/1,000 population.

To better reflect the Municipality’s current supply of Regional and Special Use Parks we recommend the following.

**RECOMMENDATIONS  
SPECIAL USE PARKS**



**CHANGE MANAGEMENT**

- That the Municipality amend its Official Plan policy to identify Special Use Parks as a **distinct park type**, with a provision target of 1.2 Hectares/1,000, and a size of 1 to 8 Hectares with a community wide service area.



*Because of their uniqueness these parks tend to have a community or regional reach.*





SUMMARY OF RECOMMENDATIONS FOR PARKLAND PROVISIONS

PARK TYPE	TARGET / 1,000 POPULATION	MINIMUM SIZE	SERVICE AREA
Neighbourhood and Hamlet Park	1.4 Hectares/1,000	1 Hectare	Serves the immediate neighbourhood or Hamlet.
Community Park	2.3 Hectares/1,000	4 Hectares	Serves a broader community function, and a neighbourhood park function.
Regional Park	1.6 Hectares/1,000	15 Hectares	Serves the entire Municipality.
Special Use Parks	1.2 Hectare/1,000	1-8 Hectares	Serves the broader community with a unique feature(s) function(s).
Legacy Parks and Urban Squares	N/A	Up to 1 Hectare	NA
<b>TOTAL PROVISION TARGET</b>	<b>6.5 HECTARES/1,000</b>		

The new standards recommended in this section better reflect the Municipality’s current provision standards. There is an overall reduction in the total parkland target from 10 Hectares/1,000 to 6.5 Hectares. This reduction in the parkland provision targets continues to maintain the Municipality’s parkland targets well above the provision standards of 4.37 Hectares/1,000 (10.8 acres/1,00010) recommended by the National Recreation and Parks Association.



### PARKS BY-LAW

Beyond the over-arching supply and functions of park types outlined in the Official Plan, many further define more detailed use of their parks through a Parks By-law. Once developed the Official Plan could be amended to have a specific reference to the Parks By-law. The Parks By-law is regarded as a more flexible policy instrument that can be updated on a more frequent basis without the need for an Official Plan Amendment. The Parks By-law could include references to the Official Plan supply standards, size, and primary function of park types, and an inventory of parks. The main purpose of the Parks By-law is to further define;

- What activities are permitted.
- What activities are NOT permitted.
- Opening and closing times of parks.
- What activities require a permit.
- What activities may be subject to licensing.
- What activities require a permit.
- Enforcement and penalties for non-compliance.
- Delegated authority to the Director of Community Services.

The listing above is by no means complete but offers insight into the general content of a parks by-law. Typically, the Parks By-law would also note or reference other relevant policies, by-laws, or processes. These include such things as Noise By-law, Municipal Alcohol Policy, Special Events Policy, Licensing By-law.



## RECOMMENDATIONS PARKS BY-LAW



### CHANGE MANAGEMENT

- **Develop a Parks By-law** to clearly outline the distinct role, function, and permitted uses and condition for use in keeping with contemporary risk management practices.

SPORTS FIELDS

The Municipality has a current supply of 6 senior ball diamonds of which 5 are lit diamonds. Lit ball diamonds provide the equivalent of 1.5 unlit diamonds which translates to 8.5 senior diamonds.

It must be noted that all 4 of the senior softball diamonds are somewhat under-sized compared to contemporary softball diamond sizes. Advancements in bat composition and softball density has contributed to larger ball diamond standards. This results in diminished capacity of ball diamonds to serve U14 plus through to adults.

A common provision standard for ball diamonds is 1 diamond for 75 minor youth participants. This concludes that the Municipality can accommodate up to 637 minor ball participants with its current inventory.

Kincardine Minor Baseball has their highest registration in 2023 at 384 and is expecting to grow. There are concerns expressed with the quality of the fields that limit play which should be addressed as a priority by the Municipality. A review of field type and size in relation to the age group is necessary to ensure appropriate allocation and improve efficiency for maintenance. The Municipality will have a sufficient supply of ballfields over the next 10 years provided that field quality, maintenance, and some strategic field enlargements will optimize the use of the assets.

	SENIOR BASEBALL	SENIOR SOFTBALL	LIGHTING	WASHROOMS	PAVILION
Connaught Park	1		✓	✓	✓
Connaught Park		2	✓	✓	✓
Legion Park		1			✓
Tiverton Park	1				
Tiverton Park		1	✓	✓	✓



## RECOMMENDATIONS – BALL FIELDS



### INVESTMENT AND SUSTAINABILITY

- **Replace the gravel fields in Tiverton** with a quality soil mixture to increase use and player safety.
- **Continue current efforts to improve maintenance standards for ballfields to promote useability and player safety** (infields to outfield transition area, fencing, lighting, infield quality, player benches) and ensure seasonal staff are trained on how to achieve new standards.
- **Monitor the annual participation rates for minor ball users** to ensure that a sufficient supply is maintained to meet the needs of various ages.
- **Assess the need to increase its existing ball diamond capacity** by expanding the outfield at Tiverton (front) as part of the infield revitalization and lighting replacement plan.



### A SUPPORTIVE COMMUNITY

- **Engage the baseball user groups to determine the most appropriate diamonds for level and type of play** and ensure that materials (grass, infield, player benches etc.) are suitable for all leagues and associations.



KINCARDINE  
MINOR BASEBALL  
HAS THEIR HIGHEST  
REGISTRATION  
IN 2023 AT 384  
AND IS EXPECTING  
TO GROW.



*Continue current efforts to improve maintenance standards for ballfields to promote useability and player safety*

**RECTANGULAR FIELDS**

The Municipality has a current supply of 7 Senior Soccer Fields, 4 Junior Soccer Fields, and 4 Mini Soccer Fields. Only one field at Bruce Avenue Park is lit.

A common provision standard for soccer fields is 1 field for every 80 minor youth participants. This concludes that the Municipality can accommodate up to 1,200 minor soccer participants with its current inventory.

The Kincardine and District Soccer Association reported a registration total of 864 participants in 2023 and they expect to continue to grow. The Municipality will have a sufficient supply of soccer/rectangular fields for the next 10 years. The Municipality may need to increase its soccer field capacity in one or two different ways.

Firstly, there is the opportunity to add lighting to any number of the senior fields which would add one playfield equivalent for every two fields lit. Secondly, the 2 senior un-lined fields at the Tiverton Sports Park could be lined and equipped to accommodate soccer. The combination of these two strategies could translate into 4.5 senior field equivalents.

There are also two senior fields at Tiverton Sports Park that was permitted by a non-resident group who have not returned since the COVID-19 Pandemic. Due to the adverse impact of rugby play on the fields, municipal staff should evaluate permitting these fields for rugby. These fields result in additional capacity for future soccer use or cricket use as this sport interest is growing.

	SENIOR	JUNIOR	MINI	LIGHTING	WASHROOMS	PAVILION
<b>Bruce Avenue</b>	3	3 Soccer	4 Soccer	1	✓	
<b>Davidson Centre</b>	1 Soccer 1 Soccer/ Football				✓	
<b>Tiverton Sports Park</b>	2 Soccer 2 "Rugby" 2 Open	1 Soccer			✓	
<b>Tiverton Park</b>		1			✓	

**RECOMMENDATIONS  
RECTANGULAR FIELDS**



**INVESTMENT AND SUSTAINABILITY**

- **The Municipality has the ability of increasing its existing soccer field capacity** by 4.5 senior field equivalents with its current inventory of playfields and should plan for playfield lighting in their 10-year capital forecast.



**SUPPORTIVE COMMUNITY**

- **The Municipality should monitor the annual participation rates for minor soccer users** to ensure that a sufficient supply of soccer/rectangular fields is available.



## CONNAUGHT PARK

**The Situational Analysis Report for this strategic plan assessed many of the amenities within Connaught Park will require replacement or revitalization within 10-year life of this Plan.** These include playfield lighting, the Agricultural/Gymnastics Building, fencing, the park ring road, play structures, clubhouse, bull pen, players benches.

The current field layouts do not meet today's design standard and best practices. As mentioned previously both softball diamonds at Connaught Parks are under-sized for 14+ and adult play. In the interim, the level of play scheduled should align with the capacity of the diamonds to support safe play.

The Municipality should understand the magnitude of cost associated with a complete re-design and revitalization of the amenities in Connaught Park before investing in additional capital replacements, other than the planned lighting upgrade which will address short term concerns for appropriate lighting levels.

It should be noted that at one point Connaught Park was located at the "edge of Town". Many municipalities located their "fairgrounds" or "agricultural society lands" in this same manner. As those municipalities grew, new residential areas were expanded and eventually surrounded these lands. Others located their "fairgrounds" more centrally positioned to the downtown area to bring the 'rural life' to the community as they hosted the annual Fair.

In either case, some municipalities have taken the opportunity to re-position this as an opportunity to

address their residential growth needs and utilize the proceeds from the sale of prime developable lands (now centrally located in the downtown core) to fund the relocation and renewal of their similarly aged parklands.

The Municipality of Kincardine has this same opportunity currently. To better inform the Municipality's options in this regard, they could consider the following recommendations.



*The Municipality should understand the magnitude of cost associated with a complete re-design and revitalization of the amenities in Connaught Park*



## RECOMMENDATIONS – CONNAUGHT PARK



### INVESTMENT AND SUSTAINABILITY

- Commission a detailed facility conditions assessment on all existing facilities and amenities within Connaught Park inclusive of a 10-year capital replacement cost estimate.** This recommendation will provide a more complete order of magnitude of cost for the rehabilitation and revitalization of Connaught Park at its current location.
- Commission a property appraisal for all or part of the Connaught Park site based on highest and best use.** This will provide the Municipality with a general sale value of the lands. Additional consideration could also be given to the amount of Development Charge revenues that could be realized from development of the lands and associated annualized property tax revenues. This could include a phased approach to provide increased revenues, while retaining important parkland within the downtown core, which once gone, will not be easily replaced.

- Commission a conceptual site plan for the replacement of desired amenities from Connaught Park at a new ‘green field’ location with associated cost estimates.** This recommendation will offer the municipality further insight into the cost of relocating and constructing new facilities in a new consolidated location with multiple sports fields. The cost of purchasing undeveloped lands will need to be factored into this equation if it is not located on existing municipally owned property. This conceptual site plan could be done in conjunction with the potential development of the proposed Mega-School and associated indoor facilities that could be part of a Multi-Use Recreation Centre. In this scenario, a phased program of development would have to be considered with identified funding to align with Municipal resources and capacity. Interim plans for programs and play at Connaught Park would have to be built into the longer-term plan to avoid interruption to season play.



*The combination of these three recommendations will provide the municipality with greater details on the advantages or disadvantages of considering the future of Connaught Park amenities.*



## PLAYGROUNDS

**The Municipality has a sufficient supply of playgrounds based on 1 playground per 500 – 800 Metre walking radius in an urban residential area.** Most playgrounds are located in parks that have good visual access to the play area.

There are a few examples of playgrounds in parks with very limited visual access to play areas such as Grozelle Park and Helliwell Park. When accepting parks in new development areas, the Municipality should use CPTED (Crime Prevention Through Environmental Design) principles which includes frontage on a collector or neighbourhood road that offers good visual surveillance to mitigate vandalism and misuse of park assets.

The Municipality has a sufficient inventory of playground structures, and it should consider replacing one playground structure each year on a continuous basis. This would include an annual capital budget item of playground replacement. The Municipality should use the CSA (Canadian Standards Association) Playground Safety Guidelines to determine which playground is most in need of replacement from a user safety standpoint. Ensure that planning includes requirements to meet the Integrated Accessibility Standards (O. Reg. 191/11) and are budgeted accordingly. Use the Canadian Standards Association Children’s Playspaces and Equipment Standard to determine which playground is replaced and revitalized.

There is no consistent playground design standard and as such there is a wide variety surface types and play value from playground to playground.

As a general design standpoint, the Municipality should consider adopting a playground design standard that optimizes play value, user safety, and accessibility. For example, pea gravel and sand surfaces offer the least accessible play surface for children and caregivers with disabilities or mobility. These should be avoided in future playground revitalization projects. Engaging local community members as playgrounds are identified for replacement is useful to assess current needs and expectations for ‘play value’, including interest in natural play features, elements for both younger and older children, and features to enhance sensory experience.

Maintenance of playgrounds was noted in the community consultation exercises. Staff also recognized that maintenance standards should be improved, however current staff resources do not permit the level of care required to ensure standards are met.



**PLAYGROUNDS  
RANKED 5<sup>TH</sup>**  
in the citizen survey  
of park priorities.





## RECOMMENDATIONS – PLAYGROUNDS



### INVESTMENT AND SUSTAINABILITY

- That the Municipality finance at least one playground revitalization in their annual capital budget on a continuous basis.



### ENHANCING THE CUSTOMER EXPERIENCE

- Establish a municipal standard for junior and senior play structures that promotes play value, safety, and accessibility.
- Engage local community members in the design process for playground replacement.
- Ensure that a wood fibre surface is the minimum standard to promote accessibility.
- Ensure there is accessible pathway access to the play-structure area, as well as an accessible transition from the pathway to the play surface.
- Using the CSA Standards for accessibility, consider rubberized surfaces and accessible play structures in larger Community Parks such as Tiverton Sports Park, Bruce Avenue/Legion Park, and Macpherson Park.
- Adopt a minimum maintenance standard for play structures throughout the Municipality and ensure appropriate staff training for maintenance and inspection.



### SPORT COURTS/WHEEL PARKS

The Municipality has one skate park at the Davidson Centre comprised of various components offering limited challenge. There is an initiative to move forward on a new "all wheels park" which will serve to expand use by different "wheel-users" and create a range of challenge elements.

There is also one antiquated outdoor basketball court that transitions into the parking area in front of the Tiverton Lion's Hall. It is not recommended that the Municipality revitalize the basketball court at this location due to conflicts or restrictions from parking. There should be at least one sport court in each urban area to support unstructured youth activities.



## RECOMMENDATIONS SKATE PARK/SPORT COURT



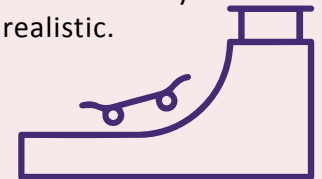
### INVESTMENT AND SUSTAINABILITY

- Continue to develop the planned All Wheels Park with the Kincardine Lions Club at The Davidson Centre.
- Engage local youth to determine the preferred location to site each sport court providing greater access throughout the Municipality.
- Investigate new, emerging amenities that could enhance existing and new spaces.



### CHANGE MANAGEMENT

- Update Council as new projects such as the skate park are being considered for planning and development to balance the user needs with ability to provide ongoing maintenance and asset management. It is important that the Municipality be involved in early planning phases to identify impacts and ensure community expectations are realistic.



## TENNIS AND PICKLEBALL COURTS

**Interest in tennis is rising, partly by COVID19 and also buoyed by the success of Canadian professional athletes.** The supply of tennis courts in the Municipality meets the provision, 1 court per 5,000 population and will continue to do so for the public and Kincardine membership needs for the next ten years.

With the emergence of pickleball in the last several years, most municipalities started to meet outdoor play needs through the shared use of existing tennis courts, painting lines for pickleball and using portable nets. A standard tennis court can accommodate up to 2 or 3 pickleball courts in the same footprint depending on the existing court dimensions (designed for recreational or competitive play), proximity to fencing, play-out areas etc.

There is no generally accepted provision standard as adopted by Pickleball Canada or Pickleball Ontario and many communities work with their local pickleball group or association to assess levels of play, membership numbers and options for sharing existing courts as well as developing new purpose-built courts. This has been seen in neighbouring communities (Port Elgin, Southampton, Goderich) where dedicated courts have been provided, and where it has been reported that demand is exceeding supply.

Currently the three tennis courts located at Macpherson Park are used as a shared space for outdoor pickleball players. Court 3 has been identified for pickleball play during select times with the use of portable nets. The dual use court remains a common interim measure until such time

as Municipality's plans for dedicated courts. This approach needs to be reviewed in the context of location, as many tennis courts may be in existing residential areas, and pickleball play is considered in some jurisdictions to be unacceptable due to the noise emanating from consistent play. Ongoing monitoring of registration numbers, drop-in play and growth for all ages needs to be assessed annually.

As local organizations wish to host more events or competitions and to provide for more efficient organization options for local volunteer groups, more courts in a consolidated area will be needed.

A minimum of six dedicated courts in one location with support features such as shade shelters, wind screens, seating etc. and is not uncommon as a starting point for outdoor courts. The local Pickleball group is willing to assist with fundraising and/or grant applications to support court development. They currently use the equivalent of 7 outdoor courts with 3 different locations in both the Municipality of Kincardine as well as Huron-Kinloss.



**CURRENTLY THE THREE TENNIS COURTS LOCATED AT MACPHERSON PARK** are used as a shared space for outdoor pickleball players



## RECOMMENDATIONS PICKLEBALL



### INVESTMENT AND SUSTAINABILITY

- **Repurpose the current skate park, once the All Wheel Park is open, at the Davidson Centre with dedicated Pickleball Courts.** Work with users to determine the number and design of the courts.



### A SUPPORTIVE COMMUNITY

- **Establish a formal relationship (including working with the volunteers to move their status from an ad-hoc group to a not-for-profit organization) with local pickleball leaders.** Monitor participation and develop plans for changing requirements for both indoor and outdoor play.
- **Ensure adherence to registration requirements and monitoring of play using indoor and outdoor Municipal facilities.** Include such metrics as a waiver to be used by guests, registering in advance if required, keeping attendance counts etc.



## RECOMMENDATIONS TENNIS



### CHANGE MANAGEMENT

- **Ensure adherence to registration requirements and monitoring use of play using outdoor Municipal facilities.** Include such metrics as a waiver to be used by guests, registering in advance if required, keeping attendance counts etc. This will assist in tracking the interest and growth in tennis and provide supporting data for future review regarding the number of tennis courts required to support demand.
- **Meet annually with tennis and pickleball users/organizations to assess shared use of facilities,** and to identify issues and opportunities. This will assist in monitoring interest in both court sports and assist with best use of facilities.

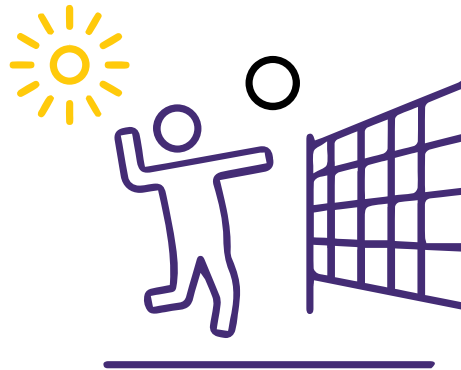
*Develop plans for changing requirements for both indoor and outdoor play.*



### OTHER OUTDOOR FACILITIES – BEACH VOLLEYBALL, HORSESHOE PITS, LAWN BOWLING

There are no provision standards for beach volleyball, horseshoe pits, or lawn bowling. These amenities are generally demand driven by interested groups. Our consultation confirmed that the Municipality’s beach volleyball courts are well utilized due in large part to the waterfront location and the popularity of the sport.

In some cases, there was a historical demand for outdoor amenities such as Horseshoe Pits and Lawn Bowling, however changing demographics and interest in other activities has led to their decline or obsolescence.



## RECOMMENDATIONS – OTHER



### INVESTMENT AND SUSTAINABILITY

- Maintain a state of good repair for the beach volleyball courts and supporting amenities.



### CHANGE MANAGEMENT

- Continue to monitor membership of the Lawn Bowling Club to determine its viability for a diminishing membership base.
- As part of the Macpherson Park revitalization plan, consider converting lawn bowling to a multi-purpose/sport court and discontinuing horseshoe pits in favour of new/emerging pick-up game and sport interests (i.e., cornhole boards).



## SPLASHPADS

The Municipality has a splash pad facility at the Davidson Centre and a new splash pad in Tiverton that is in construction phase.

The standard supply of splashpads is considered to be one splash pad for a 2,000 metres distance in urban residential areas. The Splash Pad in Tiverton will result in an adequate supply of splash pads for the life of this plan.

The splash pad at the Davidson Centre provides 2,000 metre access to the majority of the urban area. It should be noted that this standard doesn't take into consideration "lakefront communities" with large scale access to beaches which serves to mitigate this need. Those neighbourhoods that are beyond the 2,000 metres radius are also located very near the waterfront.

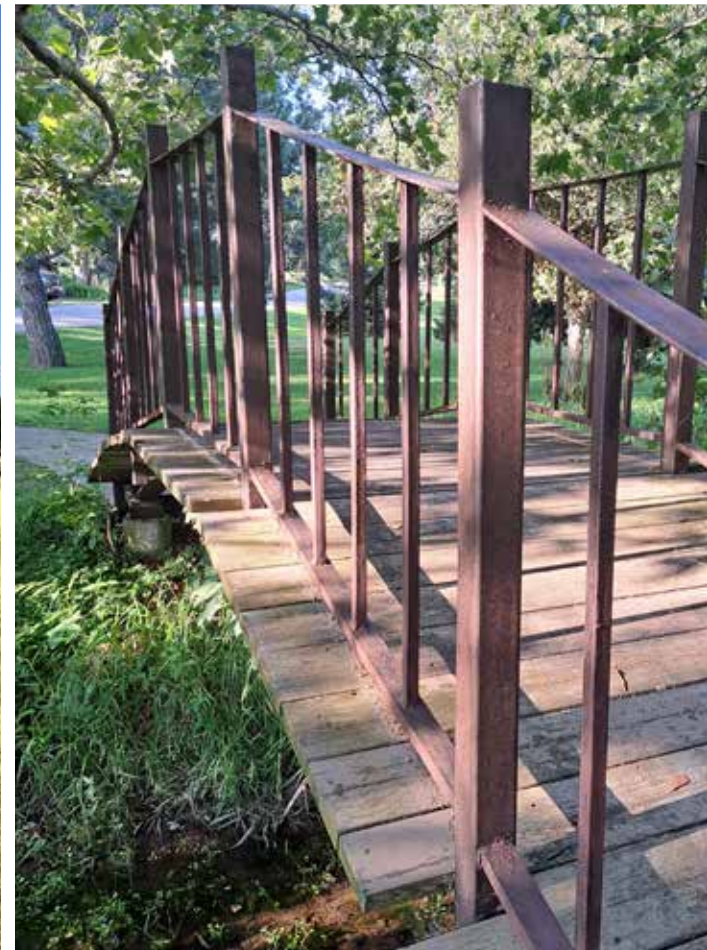


## RECOMMENDATIONS SPLASH PADS



### INVESTMENT AND SUSTAINABILITY

- That the Municipality monitor community demand for a third splash pad in the Municipality to be located in new residential growth areas.




## SECTION 3: TRAILS AND WATERFRONT

### 3.1 TRAILS

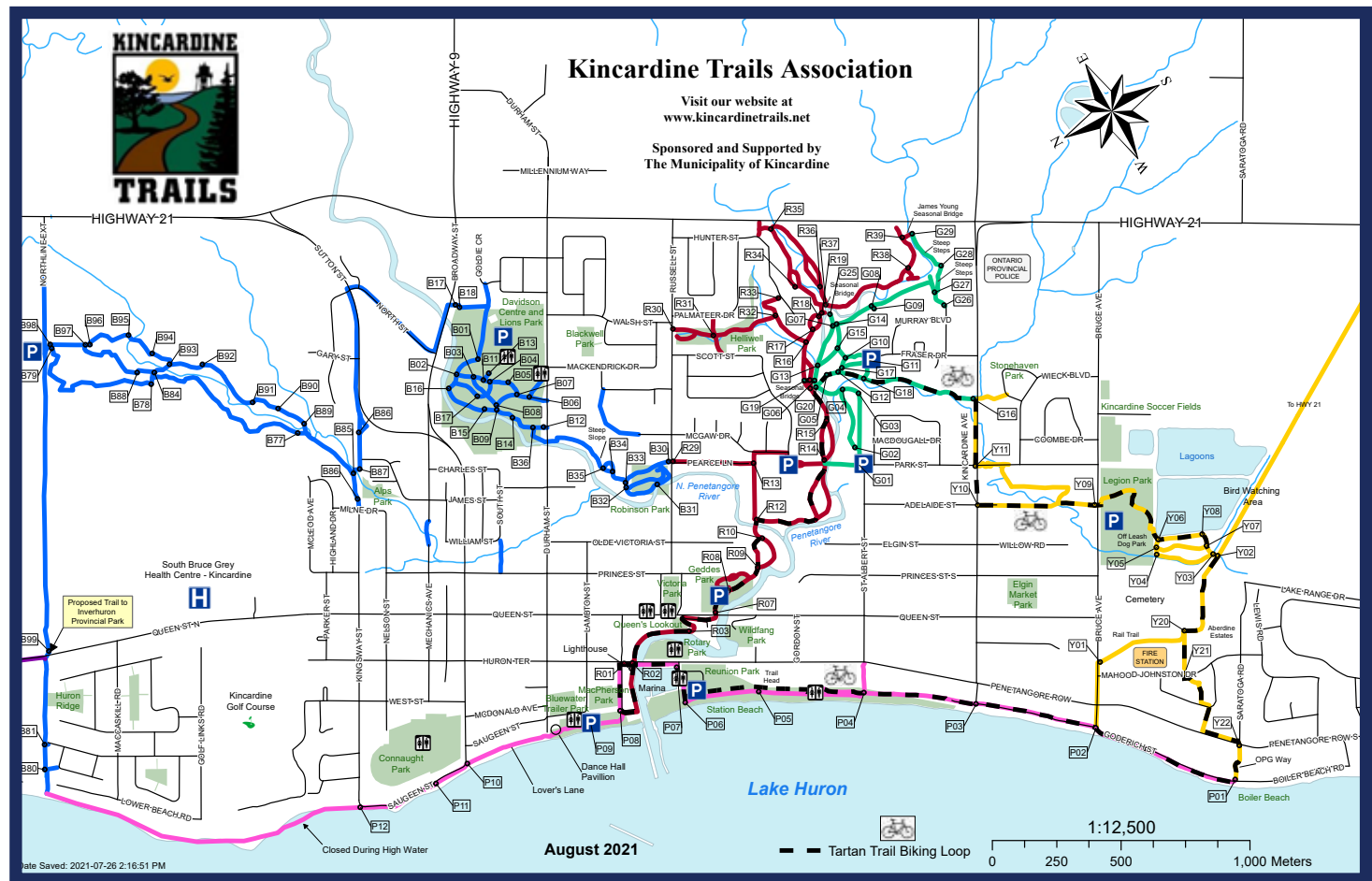
Trails are highly valued in the Municipality, and there is solid mapping of existing trails available in hard copy and online. The Trails Committee had been active within the Municipality until a recent review of the mandate and potential risk involved with their tremendous volunteer effort required a change in the relationship. This has since been refined and staff are working with the volunteers to re-establish roles going forward.

There are five main trails in the Municipality that are colour coded red, blue, pink, green and yellow trail in addition to the Kincardine to Inverhuron Provincial Park (KIPP) Trail and the Great Lakes Waterfront Trail. The Municipality and the Kincardine Trail Association work together to maintain over 32km of trails.

The recommendations also support community engagement results that identified continued and enhanced investment in parks, trails, and related facilities as a very important part of the community infrastructure, instilling a sense of community pride.



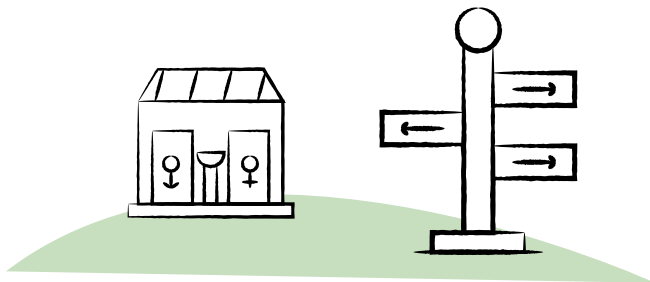
**77%**  
of residents said they and members of their household use trails and pathways.





According to the citizen survey the top 5 areas for enhancements in the Municipality’s Park system in order of priority include public washrooms, bench seating, all season trails, and shade structures. The impact of the COVID-19 Pandemic has had a consistent and increased interest for all season trails and by default well maintained public washrooms for year around use.

This most recent trend has caused municipalities to look at strategies to making their trail experience a four-season activity. This includes winterizing their existing pavilions with washroom facilities that are closest to existing trails and adding water stations. It also includes deploying staff resources to provide winter control activities to the trail system. Winterizing washroom facilities typically involve a one-time capital expenditure, however maintaining washrooms and trails has a direct impact on operating resources.



## RECOMMENDATIONS – TRAILS



### INVESTMENT AND SUSTAINABILITY

- **Develop a trails strategy.** Identify all topics to be considered including type of trails, use of trails, classification and maintenance expectations for different trails, supportive amenities required for the entire Municipality, not just the urban boundary. Consideration in the trail’s strategy should include the best ways to create informative maps both digital and print and ways to educate about trail etiquette. Engage the Trails Group in process.
- **Establish an achievable trails maintenance standard.** Ensure that this standard is communicated to the public to set user expectations.
- **Develop a maintenance and replacement program for outdoor furnishings, signage, and equipment.** Update the annual budget to ensure that public facing features are kept in state-of-good repair (benches, signage, garbage receptacles etc.). The signage should depict the Municipality’s Wayfinding Strategy.



- **Conduct a needs assessment for additional outdoor amenities in parks and along trails,** such as fitness equipment and a winter skating trail.
- **Review opportunities to naturalize appropriate areas within existing and new trails, parks, and open spaces** where environmental sustainability, operational savings and community benefit can be realized.

## RECOMMENDATIONS – TRAILS (CONTINUED)



### A SUPPORTIVE COMMUNITY

- **Continue working with the Accessibility Committee to set priorities** to ensure that, where feasible and in compliance with legislation, trails are suitable for all modalities, have adequate signage, are inspected regularly for issues that may impact mobility and access.
- **Implement an adopt-a-trail/park program with business, neighbourhood associations and industry.** This could include actual maintenance by volunteers, or a direct cash contribution to the Municipality.



### ENHANCING THE CUSTOMER EXPERIENCE

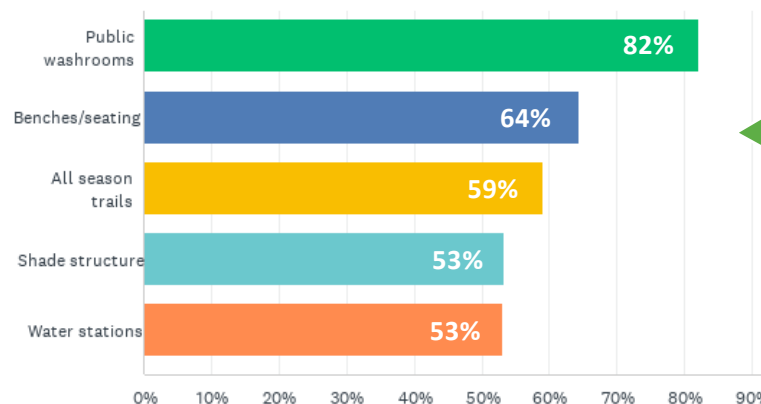
- **Complete a washroom audit and commit to bringing on two full winterized washrooms** location on popular walking, running, and cycling routes. Work with members of the public to identify locations and options for year-round washroom facilities that can be maintained.
- **Work with the Kincardine Trails Group to determine an all-season trail loop and a preferred Pavilion to be winterized for all season access.**

- **Consider dedicating the Tiverton Walk of Memories Trail as an all-season trail with off-season access to washrooms.**
- **Invest in trail user’s experience by improving signage, adding seating and shade trees, all season maintenance, parking, and accessibility.**



### CHANGE MANAGEMENT

- **Enhance communication with the Kincardine Trails Group and the public regarding the reestablishment of the Trails Group.** Ensure roles for staff and volunteers are clear.
- **Focus on opportunities to provide access to year-round recreation using outdoor trails and amenities** that recognizes and entrenches the changes that occurred in the public’s interest in year-round options during the COVID-19 pandemic.



**16%**  
OF SURVEY  
RESPONDENTS  
were somewhat or very  
dissatisfied with the level  
of access and quality  
of outdoor spaces for  
persons with disabilities  
or special needs.



*Here are the  
**TOP AMENITIES**  
that residents would  
like to see in parks  
and trails in the  
Municipality*

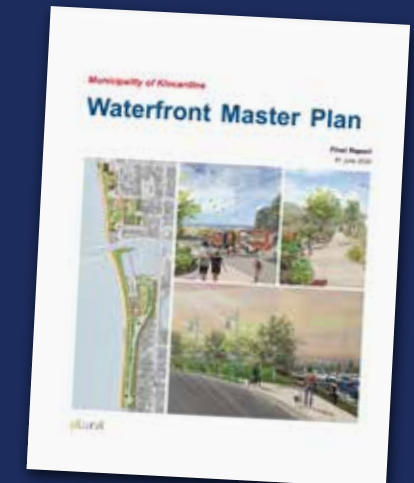
### 3.2 WATERFRONT

The Municipality of Kincardine has completed a **Waterfront Master Plan (Spring 2023)** that was led by external consultants that will be a guiding document to organize and prioritize all waterfront assets. The plan focused on 1.5 km of waterfront with the focus on Reunion South, Reunion Station, Station Beach, Macpherson Park, and Dunsmoor Park. The Plan includes 28 planning strategies with 17 project themes including Capital Projects that ranged in short-term, mid-term, long-term suggested timing.

Given the Parks and Recreation Strategic Plan is following the Waterfront Master Plan there are opportunities to align recommendations from both Plans to ensure consistency, set priorities and provide public updates. It also recognizes the importance that the waterfront plays in the overall sense of community, focus for investment and support for residents and visitors alike to the Municipality of Kincardine.



*There are opportunities to align recommendations from both Plans*



## RECOMMENDATIONS – WATERFRONT



### INVESTMENT AND SUSTAINABILITY

- **Align recommendations from the recently completed Waterfront Plan with public feedback received during the Strategic Plan engagement sessions** reinforcing the need for improved and consistent signage, furniture and fixtures, accessibility enhancements, improved parking etc. Establish priorities for implementation and provide public awareness updates regarding project status.
- **Enhance the maintenance program for the public spaces** including waste management, washroom facilities, benches, signage, boardwalk, etc. Communicate the schedule through a public posting program. Provide after hours call-in numbers to respond to issues as they arise.



### A SUPPORTIVE COMMUNITY

- **Working with the Waterfront Master Plan - Create a park specific ‘Master Plan’ for Macpherson Park** that potentially could include more accessible playground equipment, ‘teen amenities’, multi-use sports courts, and a variety of various outdoor group games (i.e., cornhole). The plan should assess options for separate pickleball and basketball courts, an improved picnic area and park history/educational signage while evaluating overall open space needs.



### ENHANCING THE CUSTOMER EXPERIENCE

- **Establish a waterfront beach “Ambassador” program by providing a visible presence of trained staff and/or volunteers.** This will provide the public with knowledge of the area, safety precautions, responses to customer service inquiries, conducting periodic ‘pop up’ surveys etc.
- **Invest in the user’s experience by improving park and waterfront FFE (Furniture, Fixtures and Equipment).** Use an approach that outlines annual priorities in an intentional and integrated manner.



### CHANGE MANAGEMENT

- **Ensure that updates to the public reinforce waterfront safety,** including the need to implement and enforce all recommendations that have been made both in the Waterfront Master Plan and within previous audits.



### 3.3 PAVILIONS

The Municipality has pavilions at Tiverton Sports Park (2), Connaught Park, Bruce Avenue/Legion Park, Dunsmoor Park (4), Reunion Park, Victoria Park, and the Davidson Centre. The inventory of pavilions is of varying vintages, and some need renewal. The trails section of this Strategic Plan has related recommendations relating to winterizing two pavilions to support year-round trail use.



## RECOMMENDATIONS PAVILIONS



### INVESTMENT AND SUSTAINABILITY

- Conduct an inspection inventory for all Pavilions and set annual budget priorities to ensure appropriate investment for safety, aesthetics, and functionality.

### 3.4 BLUEWATER TRAILER PARK

The future operations of the Bluewater Trailer Park were included in the scope of this Strategic Plan. The community consultation exercises revealed three differing views on the future of the site for Trailer Park use. There were proponents who supported the continued use of the site for trailer park purposes, and other proponents who supported more public use or public access to this site, whilst a smaller number were in favour of selling the site and investing the proceeds into revitalization of the waterfront area.

There is both merit and restrictions involved in all three views as well as the need for further research. This will require distinct consideration by Council. These scenario's will be presented to Council for consideration and direction.

We conclude that while the Municipality has the capability of resuming operations of the Bluewater Trailer Park, they do not have the capacity to resume the operations directly. As such, and until such time as Council concludes its preferred direction, we recommend that there be an extension of the existing agreement subject to additional financial reporting requirements, and increased contract fees in the Municipality's favour.



*The community consultation exercises revealed three differing views on the future of the site for Trailer Park use.*





## SECTION 4: SERVICE DELIVERY, POLICY AND ADMINISTRATION

#### 4.1 PROGRAMMING AND EVENTS

Recreation programming and events are cornerstones for a vibrant and healthy community. Programs offer numerous benefits to participants, families, and the community, including enhancing mental and physical wellbeing, combatting social isolation, and building civic engagement. Events and festivals draw tourists from across Ontario and abroad, contributing to the economy. At the local level, they support the development and engagement of community volunteerism, instill a sense of community pride, and can contribute to the recognition of the history and culture of the local area.

##### PROGRAMMING

**Municipalities play a central role in providing valuable recreation programs and facilities that both meet the needs of residents and enhance quality of life.** Like most communities, the Municipality of Kincardine, Community Services Department, employs a multi-pronged approach to programming and events through both **DIRECT** delivery of municipally operated activities and **INDIRECT** delivery through community partners.

The Municipality offers a variety of registered and drop-in programs, with a higher proportion of programs for children and older adults. School break camps are very popular, and they help keep kids active during holidays. The Health Club, arenas and pool cater to many residents and non-residents who participate in self-directed, drop-in activities (e.g. lane swim; public skate; weights/treadmill).

Community organizations and Service groups provide additional programming and operate sport leagues, adding to the breadth of activities available throughout the Municipality. In addition to providing space for these activities, the Municipality plays an important role in coordination to maximize the reach and impact of these programs.



In the public survey, **nearly a quarter of all respondents were dissatisfied with the programs available for teens**, while 30% felt the facilities didn't meet the needs of that age group.



## RECOMMENDATIONS – PROGRAMMING



### INVESTMENT AND SUSTAINABILITY

- **Develop options to expand school break camps for children** either through direct delivery or through partnerships with community groups and use of alternative spaces, such as a swim camp, where feasible.
- **Look at ways to provide staff incentives for staff to commit to 8 weeks of employment** such as contract employment bonuses.
- **Strengthen and expand the current financial assistance framework (subsidy) for individuals and families** to increase equity and provide more people with opportunities to improve their health and wellbeing.
- **Conduct a review of fees and charges for municipal programs** with a defined cost-recovery model to identify opportunities to gain more revenue from some programs.
- **Develop staff training programs/internships/co-op programs to provide opportunities (young adults and active older adults) to become certified as lifeguards and swim instructors.** In addition, look for ways to eliminate barriers for individuals to acquire certifications and uniforms and review scheduling to maximize opportunities for new staff.
- **Evaluate compensation for all part time staff and lifeguards annually.**



### A SUPPORTIVE COMMUNITY

- **As facility and park accessibility is improved, develop a plan to enhance opportunities for people with exceptionalities through current or new programming/activities.** Assess options to expand existing programs and work with the respective sport organization and community groups to develop programs and volunteer support.
- **Work with youth to identify safe places in supportive and available facilities.**
- **Work with youth to ensure signage and customer service training supports a welcoming environment at the Davidson Centre as well as other inclusive and safe spaces,** especially those facilities that are open and available many hours per day, year round.

*Engaging youth in creating inclusive spaces helps develop a sense of belonging and supports physical, social and emotional development.*



### THE SCHOOL BREAK CAMPS AT THE MUNICIPALITY SELL OUT QUICKLY

and respondents to the public survey consistently asked for more programs for children and teens.

## RECOMMENDATIONS – PROGRAMMING (CONTINUED)



### ENHANCING THE CUSTOMER EXPERIENCE

- **Increase quality assurance** over time by training all staff in **HIGH FIVE®** (for children and older adult program staff) and enhanced behaviour management training for those working with children.
- **Look for opportunities to increase outdoor programming for all ages** i.e., walking programs, running, fitness, geocaching, photography.
- **Work with older adults to enhance the variety of programs to support healthy aging.** Consider programs that address social isolation and support for those in a caregiver role.
- **Pilot select new fitness classes in daytime and evening slots**, utilizing the expertise of current staff.
- **Pilot drop in options or try-it pick up programs for youth** in the Community Centres to provide new opportunities for participation and to assess which programs could be added to the regular schedule.
- **Explore expanded programming in the pool** by engaging with previous and new partners to deliver alternative programming like paddleboarding, scuba, or deep water running.
- **Survey user groups annually to collect participation data and projections** to establish key performance indicators that help reinforce space allocation and fee structures.



### CHANGE MANAGEMENT

- **Work with user groups over time to fully implement and adhere to the allocation policies, free access to space, facility booking policies and fee schedule.** This will help ensure equity and alignment with municipal priorities for space allocation and revenue generation.
- **Review the existing policy for free use of the Davidson Centre for Municipal staff and volunteer firefighters.** Consider a phased approach that includes a gradual reduction of free usage, and/or an introduction of user and membership fees to contribute revenue and assist with cost recovery. For example, consider removing retirees and their families from the list of those who currently get free access to the Davidson Centre.



*Residents also want the option of both registered and flexible drop-in programs that fit with today's busy schedules.*



**RESIDENTS WERE ENTHUSIASTIC TO TRY NEW PROGRAMS** like boxing, drop-in court sports, Pilates and yoga, and Zumba.



## EVENTS

Kincardine is home to many special events throughout the year. Annual events like Kincardine Scottish Festival and Highland Games, Fall Fairs in Kincardine and Tiverton and several music and arts festivals generate significant tourism revenue and build community engagement and pride. There are also many events geared more towards the local community that provide opportunities for participation, volunteering, and social and cultural connections. The Community Services department is responsible for supporting all community-led events, as well as leading and supporting signature events in the Municipality.



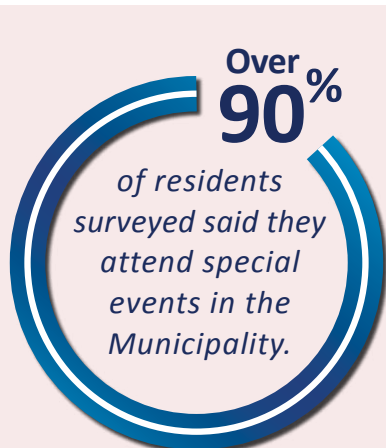
### STRATEGIC INITIATIVES LED EVENTS

- CRUISE NIGHT
- PIPE BAND SATURDAY
- MASSED BANDS
- MARINE EVENT
- PHANTOM PIPER



### COMMUNITY SERVICES LED EVENTS

- CANADA DAY  
(with Strategic Initiatives)
- SUMMER SING ALONG
- SENIORS GAMES  
(local and regional)
- LONGEST DAY OF PLAY  
(supported by Region)



## RECOMMENDATIONS – EVENTS



### INVESTMENT AND SUSTAINABILITY

- **Update the 2015 Event Policy that will outline the criteria and process by which permit requests are considered and approved and will ensure that the process is sustainable.** The policy will establish event categories, allocation of resources, financial implications, community benefits, fees for use of facilities/equipment, communications, timelines, roles and responsibilities, exclusion criteria and risk management processes.
- **Evaluate all events currently delivered by the Municipality to confirm alignment with the Municipality’s values and resources.** Fully implement updated policies and update fee structure to enhance financial sustainability of events. In addition, look for ways to increase revenues by charging for equipment transportation, use of equipment, and clean up, or taking a percentage of gate sales for events that charge admission. Other revenue generation ideas include selling merchandise, paid parking, sponsorship, VIP areas, advertising space, and food and beverage sales.
- **Develop a process to track expenses, human resource allocation and equipment depreciation to be able to accurately reflect the cost and benefits of events.**

- **Update all policies and procedures for events to reflect current departmental structure and level of support that the Municipality can provide.**
- **Work with event organizers to determine specific improvements needed to the outdoor pavilions used to host various music and entertainment themed events** (view, seating, acoustics, support amenities, etc.) to make sure they get captured for future budget and capital consideration.



### SURVEY RESPONDENTS IDENTIFIED THE NEED FOR MORE EVENTS FOR YOUNG PEOPLE.

A new event policy could promote more events geared to youth and that embrace diversity, enhance accessibility, and promote a welcoming and inclusive environment.



## RECOMMENDATIONS – EVENTS (CONTINUED...)



### A SUPPORTIVE COMMUNITY

- As part of the development of a new Event Policy, consider promoting more events that embrace diversity, enhance accessibility, and promote a welcoming and inclusive environment.



### ENHANCING THE CUSTOMER EXPERIENCE

- Monitor volunteerism to identify trends and plan for sustainability as volunteers age, and interests and time constraints evolve. Consider adding more volunteer recognition opportunities and other options that can draw in younger and new volunteers.



### CHANGE MANAGEMENT

- Consolidate facility booking and special event permit applications to eliminate duplication and streamline processing for staff.



*The survey highlighted the desire for more inclusive events that are welcoming of diversity and that are physically accessible for more residents and visitors.*



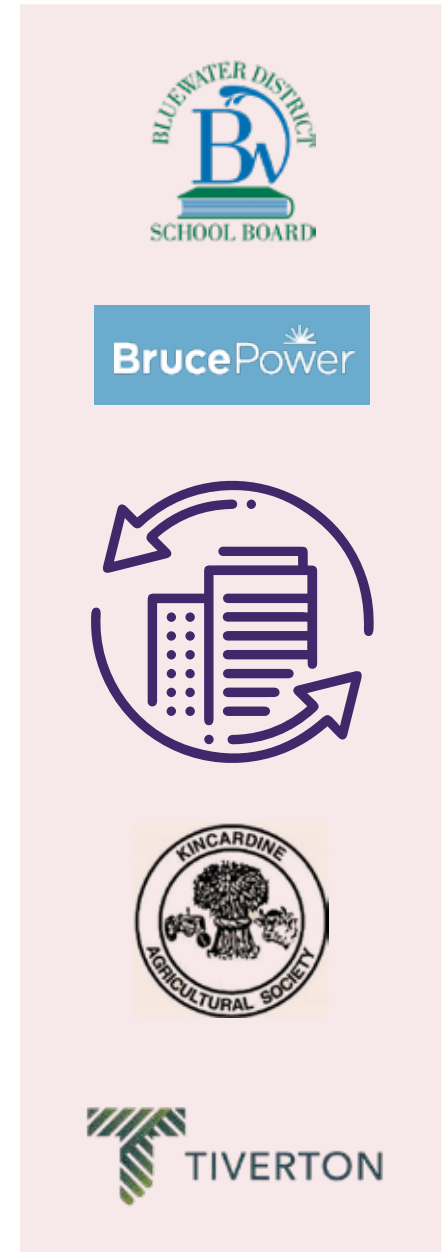
#### 4.2 PARTNERSHIPS

The relationship between the Municipality and several partner organizations contributes to a rich and fulsome delivery of service. It can leverage resources, support volunteerism, contribute to shared investment and ensure that a wide range of opportunities continue to be delivered by those most equipped to offer some programs, events, services, and facilities. In Kincardine, there are a number of partnerships:

- **BLUEWATER DISTRICT SCHOOL BOARD** – select shared use of facilities and potential for future planning/sharing.
- **BRUCE POWER** – a key employer and corporate supporter.
- **KINCARDINE AND TIVERTON AGRICULTURAL SOCIETIES** – supporting, promoting, and preserving the rich rural and farming history of the area.
- **OTHER MUNICIPALITIES** – provide services that may not be available within Kincardine, and vice-versa (Huron-Kinloss uses select Kincardine services under Agreement).
- **SERVICE CLUBS AND COMMUNITY AND NEIGHBOURHOOD ORGANIZATIONS** – hosting special events, fund-raising for community investment, operating ancillary community facilities and recruiting dedicated volunteers to contribute back to their community.
- **SPORT ORGANIZATIONS** – provide a range of sport opportunities for all ages, contribute to maximizing the use of municipal assets, fund raise for specific enhancements and facilities upgrades and recruiting dedicated volunteers to contribute back to their community.

Partnerships have the ability to expand parks and recreation amenities by reducing financial, staff resources pressures on the Municipality. The Municipality of Kincardine may wish to add new and expand existing partnerships where opportunities exist. This requires a flexible approach and risk management strategies that are unique to each partnership.

To ensure that partnerships are intentional and appropriately supported, the Municipality of Kincardine should ensure that it is strategic in its further development of partnerships for facility and park projects or other joint ventures that maximize public access and provide community benefit. This may require refining or reducing partnerships over time.



## RECOMMENDATIONS – PARTNERSHIPS



### INVESTMENT AND SUSTAINABILITY

- **Develop criteria for partnerships that address key roles, responsibilities, and metrics, including projects that may be of a ‘joint capital’ nature (funded in partnership with other organizations and the Municipality).** This may include, but not be limited to:
  - Who benefits.
  - Investment required (up front, ongoing).
  - Strategic to address Corporate and/or Department goals.
  - Sustainable within existing staff resources.
  - Demonstrate fairness for both parties (reciprocity).
  - Can be measured for results and reporting.
- **Ensure the Community Services Department is represented at all planning tables for the potential Mega School in Bluewater District School Board.** This will help ensure that school amenities and adjacent facilities are strategically developed with community use in mind.
- **Investigate shared facility and service delivery opportunities with adjacent municipalities.**
- **Establish an annual planning session with all existing or potential partners to identify projects and develop business plans.**



### A SUPPORTIVE COMMUNITY

- **Work with all user groups (community and sport organizations) to track annual participation and use data and to assess fairness in allocation for type of facility, time of use and ability to grow programs as needed.**



### ENHANCING THE CUSTOMER EXPERIENCE

- **Renew the Reciprocal Agreement with the Bluewater District School Board to ensure the agreement is financially equitable and maximizes community use of school facilities.**



## RECOMMENDATIONS – PARTNERSHIPS (CONTINUED)



### CHANGE MANAGEMENT

- **Facilitate process to merge the two Fall Fair events, by engaging both Agricultural Societies.** Evaluate best use of the property, community impact, resident vs visitor participation etc. to assess best use of the property when various user conflicts may arise.
- **Update and/or renew the Huron-Kinloss recreation agreement to ensure it is fair and financially viable for the Municipality of Kincardine.** This may require instituting more robust tracking mechanisms to measure the number of non-residents participating.
- **Meet seasonally with staff to discuss amending existing procedures to reflect existing conditions such as weather, changing priorities etc.** This can include assessing when to open seasonal washrooms, when to install or remove parking barricades, installation of court sport nets, provision of seasonal trail maintenance etc. While not intended to bypass policy, this approach can improve customer satisfaction while minimizing risk. This approach requires proactive communication with the public and users to explain the rationale.
- **Consider early installation of ice in one ice pad** through gaining written confirmation from user groups in advance (including payment) to host additional training opportunities, try-outs, introduction programs etc.





### 4.3 POLICY AND ADMINISTRATION

Parks and Recreation is within the Community Services Department, which also includes responsibility for Fire and Emergency Management Services. The Director of Community Services is also a key member of the Senior Management Team for the Municipality, working alongside colleagues from other Departments. It is imperative that all departments work together to achieve desired outcomes and to coordinate the best use of Municipal resources. The Integrated Strategy 2.0 is a good example of a variety of plans and studies being brought together in a coordinated document that will guide actions through the end of 2024, requiring all staff to work with Council and the community to achieve results.

For longer term planning staff should focus on residential needs in the forefront of decision making. In this way, optimal use of Municipal financial resources (tax funded service enhancements) is directed to the year-round residents, while all seasonal residents and visitors will also reap the benefits. In this way, everyone benefits, and the result is a dynamic and diverse community welcoming for all.

A strong policy framework can assist staff to ensure that standard operating procedures reflect an approved policy that has the support of Council. It also allows staff to update policies as required due to changing legislation, standard of care, external influences and customer requirements and overall good governance. Policies are meant to support and assist staff, while not intending to be a reason to not follow good practices or to adjust supporting procedures as may be necessary.

For example, providing staff with flexibility to adjust opening and closing dates for parks based upon weather, can give staff flexibility to respond to existing conditions (enhancing customer satisfaction) while still working within the confines of the policy direction that would have set out opening and closing season dates.

Policies need to reflect good practice and solid research and should include consultation with affected stakeholders and community partners as it may affect their working relationship with the Municipality.

Finally, as new policies are enacted with an implementation plan and associated procedures, staff need to be trained on what is new, why, and how it may affect users.

Recommendations in this section reflect the need to work in tandem with others.



### EVERYBODY BENEFITS

This Plan recognizes that the Municipality of Kincardine is a community that thrives on its year-round and seasonal residents and attracts visitors that support the local economy – all of whom contribute to a dynamic and diverse community!

## RECOMMENDATIONS – POLICY AND ADMINISTRATION



### INVESTMENT AND SUSTAINABILITY

- **Work with the Treasurer to structure the Cost Centres in parks and recreation areas to the level of detail that supports performance measurement monitoring.** Ensure all revenues and expenditures are allocated to the correct centre (detailed by facility type, activity type, etc.)
- **Establish benchmark key performance indicators to track financial performance over time and use to assist with decision making,** setting and/or increasing user fees, reducing duplication, identifying costs to align with new facilities being developed or funded by others.
- **Develop strategies for new revenue streams, including but not limited to, disposition of surplus assets** (i.e. airport lands, parks work yards), introduction of a MAT tax, introduction of beach parking fees for non-residents.
- **Proactively monitor population growth projections based upon the planned expansion of the Bruce C Power Project and its impact on Kincardine** to assess the impact on the demand for recreation programs and indoor and outdoor facilities and the potential for new and/or emerging interests.
- **Monitor the impact of potential growth on all corporate plans within the Municipality** and assess the best course of action for the Municipality of Kincardine in terms of future planning.
- **Complete a comprehensive Facility Conditions Assessment for all existing indoor and outdoor facility assets,** as part of the Corporate Asset Management Plan, that includes remaining effective lifecycle, repair and revitalization schedule and costs, and/or replacements costs.
- **Integrate the results of the Facility Conditions Assessments into a long-term capital forecast (minimum 10 years),** including an annual inflationary increase for cost estimates.
- **Work with the Treasurer to establish a capital funding strategy** to ensure that the parks and recreation assets are maintained to appropriate corporate standards.



### A SUPPORTIVE COMMUNITY

- **Strengthen the focus on beach and pier safety, aligning with the Waterfront Master Plan. Work with all Departments to assess options to promote public awareness, provide community outreach (Fire and EMS).** This should include a concerted public communication plan and improved signage, consistent with previous direction to improve safety.



*A robust parks and recreation system with high quality indoor and outdoor assets contributes significantly to quality of life and attracts both new businesses and residents to the Municipality.*



## RECOMMENDATIONS – POLICY AND ADMINISTRATION (CONTINUED)



### ENHANCING THE CUSTOMER EXPERIENCE

- **Provide enhanced training for all staff regarding corporate direction for diversity, equity and inclusion initiatives and customer service**, including welcoming signage in all Municipal facilities.
- **Continue proactive approach to developing updated written policies and procedures**, including the provision of staff training to enhance customer service and customer experience as changes are implemented.



### CHANGE MANAGEMENT

- **Develop staff training and software to ensure that front line staff can easily input their hours of work to the correct cost centre**, especially for staff that are responsible for a variety of parks and facilities (both recreation and non-recreation facilities).
- **Develop metrics and best practices to monitor staff complement.** Assess staff complement (as FTEs) and ratios to various metrics, including population, square footage of facilities, level and complexity of partnership and lease arrangements, km of trails, hectares of active parks, hectares of open space etc. Reference available benchmark data such as the National Parks and Recreation Association annual organizational surveys.



Staff at the Davidson Centre receive over

**40,000**  
**CUSTOMER SERVICE CALLS**  
annually.

- **Include staff in discussions regarding training, workload, customer service expectations, suggestions for business process review etc.**
- **Ensure tracking data systems monitors the impact of user fees on program and facility utilization.** This will ensure that increases in fees to enhance revenue do not have the reverse effect of decreasing utilization.
- **Work with relevant departments (create a staff team) to undertake the previously recommended Parks By-Law** as it is being developed to ensure all internal stakeholders have capacity to implement, monitor and enforce. This will include By-Law staff, scheduling and permitting staff, outside maintenance staff etc.





#### 4.4 CAPACITY BUILDING

To achieve the goals and objectives of the plan, the Community Services Department will need to have organizational capacity to maximize all human and financial resources. This will require a focus on short- and longer-term plans to continue to recruit, develop and retain staff in all functional areas, building on the existing strengths and capabilities of the current workforce. It is also imperative that staff work collectively with ongoing communication, shared priorities, and an intentional focus on 'team'.

A recently completed Organizational review within the Municipality of Kincardine departments and respective functions resulted in some services being shifted to the Community Services Department. There were several factors considered in this process including, but not limited to, the intent to 'right size' departments, focus on more strategic direction and add required technical expertise where appropriate. Moving forward, further actions could support implementation efforts and assist in creating efficiencies, improving customer service and providing ongoing support to staff.

The National Recreation and Park Association (US) publishes benchmarking data annually to help local organizations inform current and future decisions. While there are differences between US and Canadian parks and recreation municipal structures, these data are still a useful comparator in relation to staffing levels within a department. The US data found that for municipalities of a similar size to Kincardine, 44% of staff are dedicated to operations and maintenance, 27% to programming, and 22% to administration and 6% to other areas. In Kincardine, there are fewer staff resources dedicated to programming.

*In communities of a similar size to the Municipality of Kincardine, 27% of staff are dedicated to programming. (US data source for relevant comparative data).*



## RECOMMENDATIONS – CAPACITY BUILDING



### INVESTMENT AND SUSTAINABILITY

- **Create a Project Manager portfolio to be funded through contributions from the capital projects within the Parks and Recreation annual budget process.** Allocate a percentage based upon the value of the project and assign to a reserve fund where the funding for the Project Manager can be charged. Ensure larger projects are planned out over sufficient timelines to balance the annual workload for capital project implementation.



### A SUPPORTIVE COMMUNITY

- **Engage community members in decision making for new programs and services and ensure that a diverse mix of views are welcomed and considered,** thus building capacity within the Municipality through volunteer investment and contributing to new views and ideas that foster change (2SLGBTQIA+, diverse cultures, all age cohorts).



### ENHANCING CUSTOMER EXPERIENCE

- **Realign roles and office location to consolidate the management of the Davidson Centre under one Manager role.** This will provide support to staff, improve lines of communication, and enhance customer service.



### CHANGE MANAGEMENT

- **Hire dedicated staff to manage events, revenue generation and provide support to volunteer organizations.** This new position could be offset by increased revenues.
- **To increase transparency, explore establishing a committee of community volunteers to assist staff with assessing applications and preparing recommendations for funding support and/or fee waivers for final approval by Council.** To initiate this approach, develop appropriate criteria (with Council approval) and ensure volunteer training for those serving on the new committee. This process would operate at 'arms length' and remove direct requests for funding or fee waivers from the Council agenda.
- **Develop an approach to succession planning that is responsive and forward looking.** Ensure staff positions have back-up guidance and detail role specifics to manage workload if staff leave the Municipality or are on extended leave, participate in a secondment etc.
- **Develop written levels of service for the operations and maintenance of all parks and recreation assets and ensure staff are trained accordingly** plus a communication plan for the community and user groups.
- **Using key performance indicators and milestones, develop and implement quarterly project status reports to Council.** Include information on the status of projects underway, completed, and those not yet started. Provide consistent information on project milestones and rationale for any variances. Use the report to track number of projects completed in a calendar year to assist with managing workload and achieving results on time.
- **As community led projects are being considered, ensure that a corresponding operating budget impact is included in the report to provide an indication of how these projects continue to require an investment by the Municipality.**

#### 4.5 COMMUNICATION

The Municipality has established important capacities to enhance customer service. The staff at the customer service counter in the Davidson Centre provide a welcoming and informative first impression for users of the Centre. The importance of having staff at this initial point of entry to the facility also assists with providing directions to the many spaces within the Centre. Ensuring staff are equipped with up-to-date and accurate information is key to helping customers navigate the facility. Responding to inquiries, explaining new services, or changed processes and helping visiting teams are all expectations in a busy multi-use recreation facility. Since the design and development of the various facility components was done in phases, and with no elevator, having good directional signage and welcoming staff is critical.

Customer inquiries have been on the increase and staff are spending significant time responding to phone calls. In order to minimize ongoing support for phone calls, tracking themes can assist staff in providing proactive information to the public as they more fully understand the nature of the calls and where the existing communication gap/s exist.

With social media and on-line transactions becoming the norm, a need exists to have resources to continue to explore and implement user-friendly systems. Program registration, payment and point-of-sale methods, options to launch responsive promotional campaigns, and programming information, would enhance customer's experiences. It is important that user engagement and program evaluations should be taken through online survey, data collections and improved software programs for better decision making.



*The staff at the customer service counter in the Davidson Centre provide a welcoming and informative first impression for users of the Centre.*

## RECOMMENDATIONS – COMMUNICATIONS



### INVESTMENT AND SUSTAINABILITY

- Create a signage and wayfinding standard that applies throughout the Municipality and is consistent with the Waterfront signage and/or other regional signage programs.
- Invest in on-line options to improve service and focus staff away from continued phone interruptions.
- Ensure staff resources include priorities for social media content creation and promotion.
- Supplement with more traditional communication techniques to ensure those without access to on-line services are updated. (print material, signage, visual displays at the Davidson Centre).



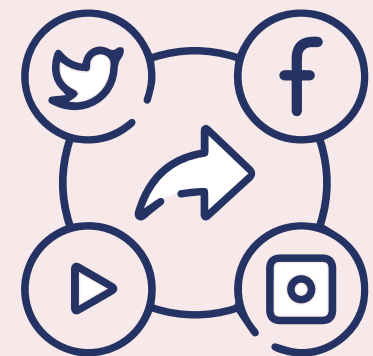
### A SUPPORTIVE COMMUNITY

- Monitor changes in the community that may necessitate the need to promote programs and services differently (different languages, options for various physical challenges).



### ENHANCING CUSTOMER EXPERIENCE

- Maintain a presence of senior staff at the Davidson Centre to provide visibility to user groups, assist with launching new policy direction, engage with stakeholders. This can be on a rotational basis to balance workload with customer service.
- Empower staff to increase social media activity to deliver current information, provide timely program and service announcements, and reach a wider audience that use social media as their preferred communication method.
- Maintain current information for the Municipality and community service providers' (and partners) programs with up-to-date references, contact information, coming events etc.
- Provide public communication using all available media opportunities to provide updates to the public regarding projects, priorities and new programs and services; consider a simple visual approach.



## RECOMMENDATIONS – COMMUNICATIONS (CONTINUED)



### CHANGE MANAGEMENT

- **Ensure social media and website options are maximized to provide proactive education and awareness regarding timing and rationale for changes that may shift from historic approaches (insurance risk, need for waivers, etc.) so the public receives advance information that supports decision making.**
- **Ensure communication continues to note that the Municipality of Kincardine is one community.** Identify shared resources, reduction in duplication and cooperative approaches that will contribute to an improved feeling of community ownership, assist with rationalizing facilities and setting priorities for investment – which benefits all taxpayers and residents.
- **Use Municipal branding that reinforces the concept of one community.** This can include improved and consistent signage on all facilities and directional signage and all online platforms.

