





Parks, Recreation and Culture Master Plan

DRAFT – Master Plan

June 14, 2019

DRAFT



Wickens Greenspace
Consultants|



Acknowledgements

We would like to thank all of those who contributed to the development of the Parks, Recreation and Culture Master Plan. This strategy is a product of the vision and dedication of the community, Master Plan Project Team and Town Council. We also extend our thanks to the many residents and community groups in Lincoln whose feedback has made the Plan a document that embodies the core values, beliefs and priorities of the community.

Town Council (2019-2022)

Mayor	Sandra Easton
Ward 1	Dianne Rintjema Adam Russell
Ward 2	Tony Brunet John (JD) Pachereva
Ward 3	Paul MacPherson Mike Mikolic
Ward 4	Greg Reimer Lynn Timmers

Master Plan Project Team

Shannon McKay	Director, Community Services
Sarah Ane	Associate Director, Recreation and Culture
Dave Warden	Manager, Public and Open Spaces
Walter Neubauer	Manager, Engineering Services
Sylvia Beben	Cultural Programmer
Lori Laird	Coordinator, Recreation and Events
Stephanie Hutchison	Coordinator, Recreation and Sport
Lisa Gallant	Health Promoter, Niagara Region Public Health
Carrie Beatty	Chief Strategic Communications and Public Affairs Officer

Project Consultants

Monteith Brown Planning Consultants

Tucker-Reid & Associates

Wickens Greenspace Consultants

Watson & Associates



Table of Contents

<u>Section</u>	<u>Page</u>
1.0 Introduction	1
1.1 About the Master Plan -----	2
1.2 A Plan for Lincoln -----	5
1.3 Our Goals -----	7
2.0 Planning Context	8
2.1 About Lincoln -----	9
2.2 Demographic Profile -----	10
2.3 Benefits of Participation -----	12
2.4 Key Trends and Best Practices – Sector Research -----	14
2.5 Public and Stakeholder Consultation Summary -----	18
3.0 Service Delivery & Programming	21
3.1 Our Service Delivery Model -----	22
3.2 Programming and Active Living -----	24
3.3 Partnerships and Capacity-Building -----	33
4.0 Facilities & Infrastructure	36
4.1 Overview -----	37
4.2 Outdoor Recreation Facilities -----	44
4.3 Indoor Recreation Facilities -----	60

<u>Section</u>	<u>Page</u>
5.0 Parks & Open Space	65
5.1 Parkland Policies and Needs -----	66
5.2 Parkland Acquisition Policies -----	74
5.3 Parkland Asset Management and Design -----	76
6.0 Arts & Culture	78
6.1 Arts, Culture & Heritage in Lincoln -----	79
6.2 Programs & Events -----	79
6.3 Facilities & Spaces -----	81
6.4 Communication, Awareness & Support -----	84
7.0 Financial Strategy	86
7.1 Overview and Methodology -----	87
7.2 Funding Considerations and Options -----	87
7.3 The Changing Financial Landscape -----	92
7.4 Town of Lincoln Capital Budget -----	93
7.5 Recommended Capital Projects and Costs -----	94
8.0 Recommendations & Implementation	98
8.1 Putting the Plan into Action -----	99
8.2 Master Plan Recommendations -----	100



1.0 Introduction



Charles Daley Park Gazebo

1.1 About the Master Plan

1.1.1 Overview

The Parks, Recreation and Culture Master Plan will guide decisions within the Town of Lincoln over the next five to ten years, beginning in 2019. Through research and public input, the Master Plan examines service levels in all communities across the Town and establishes priorities. The Plan confirms program, service and facility needs and identifies provision strategies to assist with implementation.

This Plan is an actionable, working document that can readily adapt to changes in community values and address emerging trends. It will assist the Town and stakeholders in making strategic investments to ensure a healthy community, improve the quality of life of residents, and encourage a strong economy and sustainable environment.

Specifically, the **scope** of the Master Plan includes the following:

- parks, open spaces and trails
- recreation, sport and cultural facilities
- programs, events and activities (including those delivered by the community and Town)
- operations (e.g., policy development, staffing, communication, maintenance standards, etc.)
- financial and implementation strategies

The primary **objectives** of the Parks, Recreation and Culture Master Plan include:

- establishing an overall vision for parks, recreation and culture within Lincoln
- engaging the community in an inclusive and productive process that supports the Master Plan
- identifying needs based on changing demographics and participation trends
- developing strategies to meet identified needs and future directions
- aligning municipal efforts, operations and budgets through priority-setting

This is the Town's first comprehensive study for parks, recreation and culture.

The Master Plan aligns with leading industry guidelines such as the Framework for Recreation in Canada.

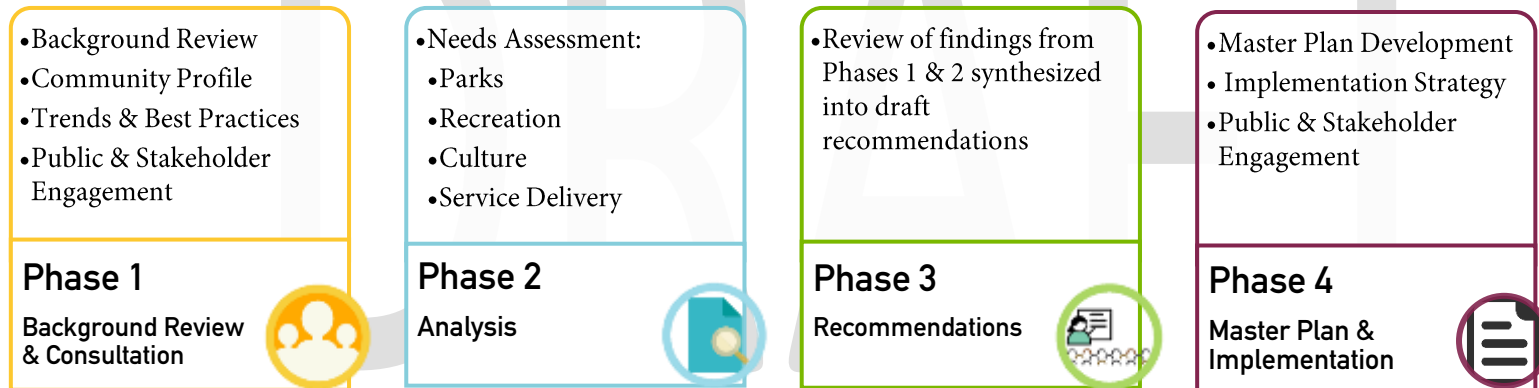


1.1.2 Process

This Master Plan project began in late summer 2018. The first phase of work involved research and consultation – residents had many ways to provide their ideas and input in fall 2018. Summaries from the research and consultation phase can be found in [Appendix A](#), [Appendix B](#) and [Appendix C](#). Subsequent project phases included Master Plan preparation – residents again had an opportunity in spring 2019 to review the draft Master Plan and provide their feedback. The planning process has been guided by a Project Team consisting of key Town of Lincoln staff, with Town Council providing input and direction at key points.

The Master Plan is based on several inputs and has been developed through a **four-phase process** (Figure 1).

Figure 1 Master Plan Phases & Methodology



Recommendations are listed in [Section 8](#), ordered by the following headings:

- Service Delivery & Programming ([Section 3](#))
- Facilities & Infrastructure ([Section 4](#))
- Parks & Open Space ([Section 5](#))
- Arts & Culture ([Section 6](#))
- Financial Strategy ([Section 7](#))

The foundation for this Master Plan is research and analysis, much of which can be found in accompanying background reports and the [Appendix](#). Additional direction has been provided on service levels to support Plan implementation; this material has been provided under separate cover.

1.1.3 Benefits of Master Planning

The Parks, Recreation and Culture Master Plan serves several purposes:

1. The plan **engages the public and stakeholders** to help shape the future of Lincoln.
2. The plan contains a comprehensive examination of the **current state** that the Town of Lincoln may use as a reference manual and to benchmark against in the future.
3. The plan describes an **ideal future state** that can be used to develop organizational mandates, policies, practices and services.
4. The plan **makes the case for sustainable investment** in parks, recreation and culture – key components of individual and community quality of life.
5. The plan identifies **short- and long-term needs** to guide capital planning and enable the Town of Lincoln to become “**funding-ready**”.
6. The plan consolidates existing strategies and directions into one document that will **enhance coordination**.
7. The plan establishes the foundation for **parkland policy development** and **asset management**.
8. The plan creates a focus and momentum for future opportunities that may leverage **community partnerships**.
9. The plan provides Town Council, staff and partners with a **work plan** that supports community priorities.
10. The plan serves as a **living document** containing decision-making frameworks that can be used to guide and evaluate emerging requests and initiatives.

Figure 2 Fall foliage at Kinsmen Park



1.2 A Plan for Lincoln

1.2.1 The Master Plan Provides an Opportunity to...

Develop a Vision for Parks, Recreation and Culture

This is Lincoln's first comprehensive Parks, Recreation and Culture Master Plan. While past decisions were supported by the best information available at the time, most did not have the benefit of a thorough review of community priorities and decision-making frameworks. The Master Plan's extensive internal and external engagement process is structured to identify community expectations, while current research allows us to understand the influence of key demographic, growth and participation factors. Alignment with leading practices and guiding documents (e.g., Framework for Recreation in Canada) will support the creation of a municipal mandate for service delivery and investment that is linked to equity and healthy, vibrant communities.

Prepare for and Manage Change

Lincoln is growing. As a mixed urban/rural community, this growth will be targeted to key development areas (most notably Beamsville and Prudhommes). With growth comes increased expectations for services and the need to plan ahead through the dedication of parkland and sustainable funding models. Lincoln's population is also changing and each of its communities are unique with varied needs. Although the population is less culturally diverse than most municipalities in the Greater Golden Horseshoe, Lincoln is witnessing growth in the older adult population in addition to many couples, families and retirees moving to the town. Residents strongly believed that Lincoln's strengths and unique aspects should be celebrated and promoted.

In addition, emerging park, recreation and culture interests are straining existing resources and there is a need to evaluate community needs and future directions. For example, there is growing demand for unstructured and inclusive activities that support healthy lifestyles for people of all ages and abilities.

In short, it is vital that the Town of Lincoln lay the groundwork to manage and support its evolution, including the creation of forward-looking policies, procedures and strategies that allow the community to take advantage of opportunities as they arise.



Establish Effective Service Models and Appropriate Service Levels

The parks, recreation and culture sectors are becoming increasingly sophisticated, with a need to evaluate and respond to requests in a timely, transparent and consistent manner. Establishing progressive service levels for park and open space maintenance, asset management, customer service, program delivery and community development are just some of the initiatives being championed by growing municipalities. This also means a heightened focus on items such as new funding approaches, staffing models, business practices, policy development, communication and marketing, volunteer support and partnerships. Recently the Town of Lincoln has been working to bolster its approach to many of these matters (e.g., development of Play Lincoln, the upcoming User Fee Review, naturalization partnerships, etc.), but more work remains to strengthen relationships and reduce barriers to participation.

Support Existing Parks and Infrastructure

The age and quality of municipal parks, infrastructure and equipment varies across Lincoln. Some – such as the Jordan and Beamsville Lions Parks – were initially constructed and/or maintained by volunteers and have served residents well for many years, but require added attention due to deterioration or changing needs. Design and accessibility standards have also evolved considerably over the years. Lifecycle plans and long-term replacement strategies are required for some facilities (e.g., Jordan Lions Arena) that reflect the needs of Lincoln's communities and financial capabilities. Recent examples of major reinvestment include the Lincoln Museum & Cultural Centre in Jordan and Fleming Centre in Beamsville.

Address Emerging Needs and Opportunities







The Master Plan's engagement program identified a desire amongst residents and stakeholders for new parks, facilities and programs that are not currently available in Lincoln. Examples include (but are not limited to) new parks, pickleball courts, soccer fields, gymnasiums, indoor pool and skateboard/biking facilities. Many requests are lower cost and support the creation of an age-friendly community, such as the provision of seating, shade, washrooms and pathways. Needs are evaluated further through the facility assessments presented later in the Plan, with recognition of activity trends, alternate providers and regional supplies. Partnerships with others are a great way for municipalities to extend their reach and improve accessibility for residents. New parks and surplus community sites also offer opportunities for meeting future needs.



1.3 Our Goals

The goals of this Master Plan are modeled after the Framework for Recreation in Canada (FRC). The FRC outlines five key goals relating to parks and recreation – this plan includes a sixth goal to support arts and culture in Lincoln. Figure 2 below, provides a series of six goal statements, one for each section. Within the respective sections, goal statements will guide what is to be achieved through the analysis and recommendations.

Figure 3 Parks, Recreation and Culture Master Plan Goals

	<u>Goal One</u> Active Living	We will offer choice for all Lincoln residents to increase their participation in physical and social activities throughout their lives. We will accomplish this by encouraging active play, teaching fundamental skills of physical literacy and supporting healthy behaviors.
	<u>Goal Two</u> Arts & Culture	We will foster an environment where creativity can thrive and appreciation for the arts can flourish. We will accomplish this through promotion of local arts and culture facilities, programs, events, exhibitions and artists.
	<u>Goal Three</u> Inclusion & Access	We will minimize barriers to participation and provide access for all. We will accomplish this through consideration of economic, geographic and information-based factors that reduce barriers for under-represented populations. We will ensure that our facilities and programs offer a place to grow, prosper and belong.
	<u>Goal Four</u> Connecting People & Nature	We will encourage Lincoln's residents to get outside and appreciate the beauty and wonder of our natural spaces. We will accomplish this through: promotion of our parks, open space, trails and waterfront system; animation of outdoor places and spaces; public awareness; and education initiatives.
	<u>Goal Five</u> Supportive Environments	We will plan for community needs and strategically invest in essential parks, recreation and cultural services that support Lincoln residents. We will accomplish this through optimization of existing infrastructure and development of new parks and facilities where required, with an emphasis on partnerships, multi-purpose programming and design.
	<u>Goal Six</u> Recreation Capacity	We will establish a coordinated, collaborative and supportive system of parks, recreation and cultural services and facilities. We will accomplish this through continued and high-quality support, investment and capacity-building within our staff, volunteers and partners.

2.0 Planning Context



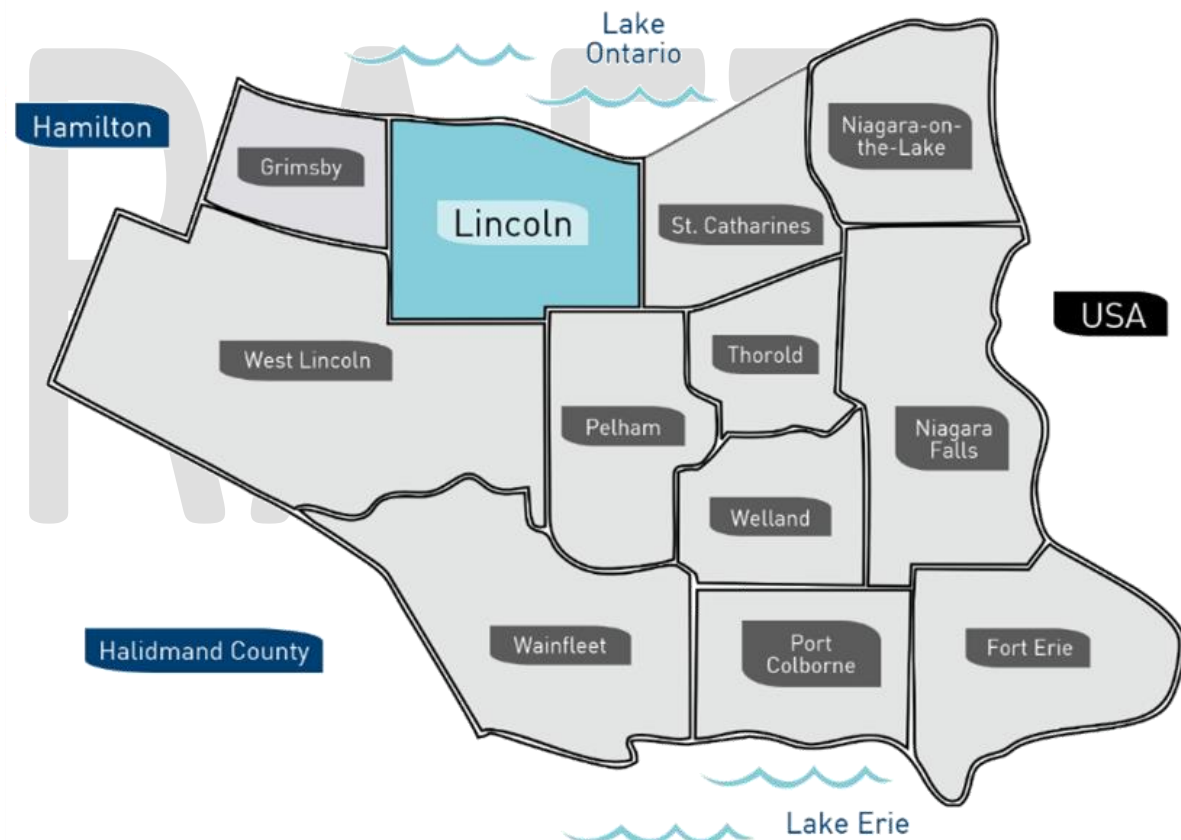
Fleming Centre and Lincoln Public Library (Fleming Branch)

2.1 About Lincoln

Located in the heart of Niagara Region, Lincoln values diversity, partnerships, entrepreneurial spirit and works collectively to evolve as a vibrant, successful community. The Town of Lincoln endeavours to be Niagara's first complete community. This requires a focus on designing complete streets, using land efficiently, being healthy and livable, active and inclusive, sustainable and resilient.

The 2016 Census estimates a population of approximately 24,500 residents, with many visitors accessing Lincoln's parks, facilities, programs and events. Lincoln is comprised of several settlement areas – including Beamsville, Jordan, Jordan Station, Vineland, Vineland Station, Campden, Tintern, Rockway and soon-to-be-developed Prudhommes – and a large rural area. The Master Plan endeavours to strike an appropriate balance and mix of parks, recreation and cultural opportunities to respond to the needs of residents and support growth and development in Lincoln. The Town of Lincoln's Community Services Department enhances local quality of life by facilitating the development of parks, sport, recreation and cultural opportunities. The Department offers a variety of programming, such as fitness, day camps, aquatics, cultural programming, and programs for children and youth.

Figure 4 Town of Lincoln, within the context of Niagara Region



2.2 Demographic Profile

2.2.1 The people who live here now

Niagara Region Public Health published a document titled **Village of 100¹** to summarize and share results from Statistics Canada 2016 Census of Population. The document is intended to help better understand Lincoln's population by envisioning the community as a village of 100 people.

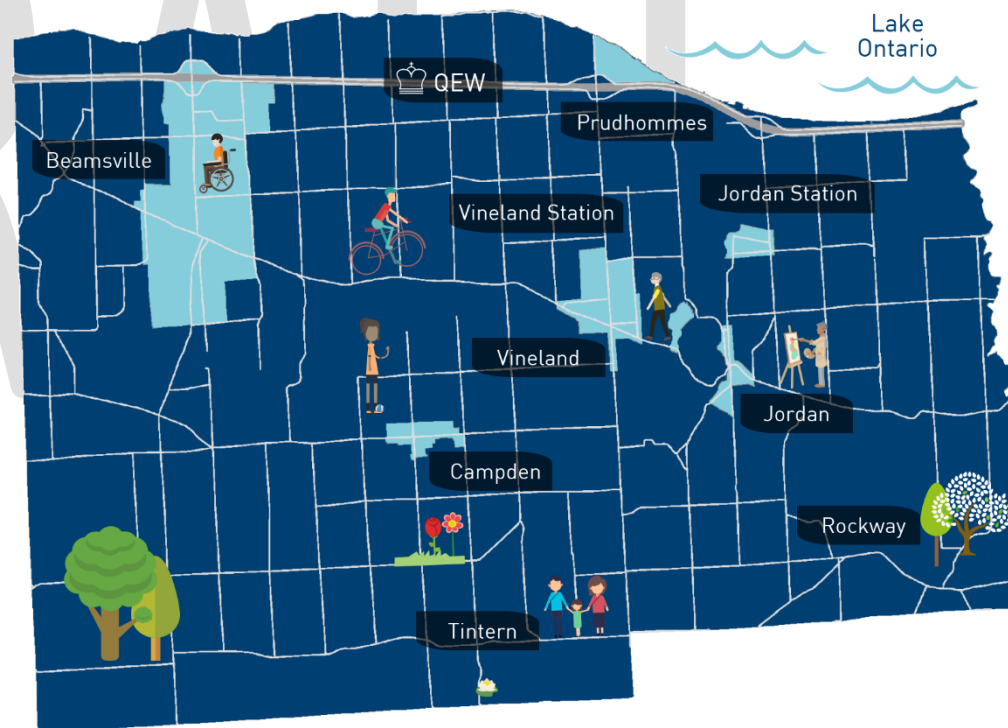
Lincoln's population was 24,244 persons, according to the 2016 Census. An estimated current (2019) population figure of **24,500** will be used for the purposes of this Master Plan.

The 2016 Census reports data for the following **population centres** (similar to the urban area boundaries):

- Beamsville: 11,834 persons, representing 50% of Lincoln residents
- Vineland (including Jordan, Jordan Station, Vineland East): 4,074 persons, representing 17% of Lincoln residents
- The remaining 7,879 persons, representing 33% of Lincoln residents, are attributed to rural areas.

Most of Lincoln is characterized by low density, rural areas; the highest densities are found in parts of Beamsville and Vineland. Maps illustrating population density and other population characteristics by **sub-geographic area** (as of 2016, there were 33 dissemination areas across Lincoln) are contained in [Appendix A](#). The appendix also includes detailed findings from the Master Plan's demographic analysis.

Figure 5 Town of Lincoln, illustrative mapping



¹ Niagara Region Public Health. [Lincoln's Village of 100](#). 2016.



2.2.2 How Lincoln is expected to grow

Lincoln is seeing strong residential growth, driven by its strategic location within the Greater Golden Horseshoe and its small-town character. Lincoln's population is expected to grow by 7,640 new residents by 2041 (to 31,590), representing an increase of 32% from the 2016 Census. The majority of that population growth is expected to occur within the Beamsville area with some smaller developments planned for the other urban settlement areas. The most significant individual proposed development is the Prudhommes Secondary Plan Area which is expected to become home to nearly 3,000 or more new residents. The result is a need to strike an appropriate balance and mix of parks, recreation and cultural opportunities to respond to the needs of residents and support growth and development in Lincoln, both now and in the future.

2.2.3 Age and Household Composition

The average age of local, regional and provincial residents has been steadily increasing over time, this trend is expected to continue as the Baby Boomer generation transitions from Mature Adults into the Older Adult cohort. The average age of Lincoln residents was 42.9 years in 2016 (an increase of nearly two years when compared to 41.0 years in 2006), almost one year younger than Regional average age of 43.8 years. The aging population is leading to increased demand for age-friendly amenities and a blend of active and passive activities; over time, this will likely shift to less strenuous activities that meet the needs of the senior population.

Census data indicates that the average household size in Lincoln is 2.6 persons, slightly higher than the Regional average of 2.4 persons. The majority of the population (64%) is married or living common-law, higher than the Regional proportion of 57%. Of Census Families living in Lincoln, the split between those living with and without children is fairly even, 56% and 44%, respectively. These findings indicate that there is a strong base of families in Lincoln, which can be expected to lead to steady demand for traditional parks, recreation and culture activities.

2.2.4 Income and Education

Using both household income and individual income measures, Lincoln residents are wealthier than their counterparts in Niagara Region and the Province. In turn, only 7.2% of Lincoln's residents live within low-income households, compared to 14.5% in the Region and 14.4% in the Province. These figures suggest that residents in Lincoln are likely more able to afford the costs associated with participation in parks, recreation and culture; nevertheless, Lincoln has several lower income households and access to low/no cost activities and financial assistance programs are important tools in reducing barriers.

Education levels in Lincoln are generally similar to those in the Region and Province. This is important to note because education levels often correlate with income and are another indicator of interest and ability to participate in parks, recreation and culture activities.



2.2.5 Employment

Lincoln's unemployment rate was 4.6% in 2016, lower than the Regional and Provincial rates of 7.4%. More than half (54%) of Lincoln's population are active in the labour force. Of Lincoln's employed labour force (15 years and over), 70% commuted outside the town for work in 2016, much higher than the Regional and Provincial rates (53% and 42% respectively). Commuting takes people out of the town for large portions of the day and is one of the factors causing the shrinking "prime-time window".

2.2.6 Diversity

Lincoln's population of residents who identify as visible minorities has increased steadily over the last twenty years; from only 1.4% in 1996, to 3.2% in 2006, and now 4.0% as of 2016. According to the 2016 Census, 14% of Lincoln's population is comprised of immigrants to Canada. Lincoln's rates of cultural diversity and immigration are much lower than those being experienced in most other municipalities in the Greater Golden Horseshoe. Nevertheless, national demographic forecasts project that immigration rates will continue to increase and diversity rates will grow accordingly. As a result, many municipalities are expanding programs and services to integrate opportunities for all residents.

2.3 Benefits of Participation

Parks, recreation and culture programs, services and facilities are essential to the health and wellbeing of Canadians and our communities. There is ample evidence that points to the tremendous benefits associated with the provision of parks and open space and participation in recreation and culture activities. Everyone in our town benefits. These benefits – as identified through a review of relevant research sources – are identified below according to the main pillars of sustainability.

2.3.1 Social Benefits (Individual Wellness)

- improves physical and mental health by keeping people active, healthy and engaged
- addresses sedentary behaviours and contributes to disease prevention and obesity reduction
- builds confidence, learning and cognitive skills by engaging children in active play and creativity
- reduces isolation amongst seniors and under-represented populations
- delivers inclusive and accessible opportunities for persons with disabilities
- supports athletes and artists in their quest to be the best they can be
- offers social respite from everyday pressures
- contributes to skill development, lifelong learning and the training of future leaders
- creates a sense of belonging and enhances understanding and respect for different cultures



2.3.2 Social Benefits (Community Wellness)

- plays a key role in maintaining healthy, strong and vibrant communities
- enhances social connections and vibrancy within neighbourhoods
- presents the community with affordable and inclusive spaces for gathering and celebrating
- provides opportunities to work together and build capacity
- generates community pride by inspiring residents to invest their time and energy in their town

2.3.3 Economic Benefits

- increases property values through the availability of nearby amenities
- supports tourism and generates economic benefits through community events
- creates a competitive advantage for Lincoln in terms of business attraction and retention
- contributes to larger outcomes in Lincoln, such as economic vitality, public health, poverty reduction and environmental resiliency

2.3.4 Environmental Benefits

- offers active transportation choices that are safe, convenient and enjoyable for pedestrians and cyclists
- deepens our appreciation of and connection with the natural environment
- contributes to ecological health and climate change mitigation through the thoughtful management of open space and natural features

Figure 6 Community Wellbeing Framework



Source: Conference Board of Canada. Community Wellbeing: A Framework for the Design Professions (2018).

2.4 Key Trends and Best Practices – Sector Research

The following list summarizes high-level trends influencing the parks, recreation and culture fields. A detailed review of these trends including can be found in [Appendix D](#). The implications of these trends and best practices for Lincoln are assessed through the observations below.

2.4.1 Service Delivery and Programming

Health and Wellness: A holistic and multi-faceted approach to health and wellbeing including health promotion, socialization, mindfulness and management of stress and anxiety is significantly influencing active living. Another key trend is adoption of Sport for Life's Long-Term Athlete Development (LTAD) Model and introduction of physical literacy in programs and training.

Physical Inactivity: Many of the health and wellness trends listed above were developed in response to historically low physical activity levels, high reports of social isolation and the rise of sedentary behaviours. To combat this decline in physical activity many service providers have modified programs and service levels to encourage participation and support healthy, active lifestyles.

General Participation: Participation has shifted away from structured programs and set participation schedules; residents have demonstrated an increasing desire for more drop-in, unstructured and self-scheduled times to participate. This is compounded by changes in demand for prime-time access – more adults and seniors are seeking prime-time activities, a shift from traditional daytime or late-evening provision. Participation in adult recreational sports is growing and youth engagement is becoming a popular engagement tool in many municipalities.

Outdoor Play: Recent childhood and adolescent health research has cited multiples benefits associated with “risky play” and encourages opportunities for children to explore creative play. In response to this, many municipalities are providing natural play features (i.e., tree stumps, slides sloped into hills, etc.) and adventure playgrounds (i.e., climbing and balancing components). The “Age-friendly Communities” movement has also gained significant traction in recent years; many municipalities have established age-friendly committees to support activity for residents of all ages.

Figure 7 Lincoln ReRooted



Serving All Ages, Abilities and Backgrounds: To ensure access for all, the following barriers to participation should be considered: economic (i.e., costs associated with participation), information (i.e., knowledge and information sharing about available opportunities), geographic (i.e., equitable distribution of facilities and services) and inclusivity (i.e., ensuring all participants feel welcome and supported).

Aging Population: the aging of Canada's population is significantly influencing parks, recreation and culture. This shift is being experienced through three distinct lenses: healthy, physically-active and social adults wishing to remain active as they age; persons managing chronic illness, disease and / or old age that are seeking low-impact, therapeutic and rehabilitative programs; and growing interest in non-traditional arts, culture and experiential activities.

Diversity: Diversity of Canada's population is expanding, particularly in the Greater Toronto Area and surrounding regions. This influx of new cultures, traditions and experiences has introduced new and emerging activities (e.g., cricket, rugby) and as a result, demand for support facilities is growing. Some municipalities have accommodated this demand by repurposing existing facilities to accommodate multiple uses.

Accessibility for Persons with Disabilities: The Accessibility for Ontarians with Disabilities Act (AODA) was introduced in 2005. To comply with the AODA legislation, municipalities have renovated public spaces to meet barrier free standards, provided AODA-specific customer service training and are continuously seeking opportunities to accommodate all residents (i.e., focus on inclusion for programs and services), regardless of ability.

Economic Trends: Income disparity is a growing phenomenon in Ontario which has caused a shift in leisure offerings to include more low-to-no cost alternatives. Participation rates are declining for among many registered sports in response to increasing costs of participation including registration, equipment and travel. Municipalities and external agencies are helping to alleviate economic barriers to participation by offering fee-assistance programs and subsidies to eligible residents.

Partnership opportunities: Partnerships with private or non-profit organizations are becoming increasingly common in Ontario municipalities. These help to distribute financial costs and benefit from economies of scale and shared expertise. Similarly, many municipalities also rely on community use of schools to supplement their inventory of recreation facilities.

Use of technology: Recent technological advances have enabled both service providers and users to be more aware of recreation opportunities in their communities. This may include: websites that summarize facilities, services and program offerings; online portals for electronic program registration; and synchronization with smartphone applications.

2.4.2 Facilities and Infrastructure

Multi-Dimensional and Comfortable Spaces: Best practices in facility design consider safety, comfort, and opportunities for socialization among users as well as spectators. This may include strategic placement of seating areas, proximity to washroom facilities and open concept design features, as examples. Many municipalities further support comfort in public spaces through provision of wireless internet access.

Aging Infrastructure: Many municipalities in Ontario are faced with aging recreation infrastructure and have sought opportunities for renewal and reinvestment projects. One example of adaptive re-use of an aging facility is repurposing a single pad arena into a multi-use community centre with gymnasium space and meeting rooms.

Maximizing Existing Assets: Strategic programming and design are key factors in maximizing functionality and utilization of existing facilities. Municipal providers have maximized use of non-prime time by encouraging non-traditional uses. This may include partnerships with school boards, service clubs or other emerging activities.

Multi-Use and Multi-Generational: Modern recreation facilities provide a convenient “one-stop-shop” experience. The community campus (hub) model has been applied to indoor recreation facilities as well as parks designed to engage users of all ages and abilities. A community centre that provides an ice pad, walking track and public library branch on a single site is one example of a community campus.

All-Season Activities and Spaces: In an effort to provide all-season opportunities for recreation, transitional spaces that can move from summer to winter are commonly included in facility designs. For example, a public water feature or fountain may transition to an outdoor ice rink during the cold-weather months. Additionally, many athletes are engaging in activities throughout the year, elite training models encourage year-round participation. Traditional winter or summer sports are no longer only played “in-season”, putting additional strain on municipal infrastructure and resources.

Elite Training and Competition Facilities: Elite athletes and sport organizations desire that major recreation infrastructure be built “competition ready”, this may describe multi-field / court / pad designs that accommodate tournament play and efficiencies in scheduling. Sport tourism is another factor to consider when planning facility design and determining appropriate locations.

Active Transportation: Human-powered modes of travel that are undertaken for utilitarian (day-to-day) purposes such as cycling, walking or skateboarding are common forms of active transportation. Some examples of active transportation facilities may include dedicated cycling infrastructure (e.g., bike lanes, sharrows, pavement markings, etc.) signed pathways and trails, or wayfinding and navigation assistance. Lincoln’s active transportation network is addressed through the 2019 Transportation Master Plan.



2.4.3 Parks and Open Space

Connecting with Nature and Environmental Stewardship: recent academic works highlight the benefits of interacting with nature, especially through participation in physical activity. Municipalities have encouraged residents to spend time outdoors are through provision of community food gardens and partnerships with environmental stewardship groups to support ecologically-friendly activities.

System of Parks: it is important for municipalities to provide a variety of parks with varying functions including active and passive spaces. These parks should be animated through strategic design, and promotion of community activities and events (where appropriate).

Environmental Design: principles of environmental sustainability and environmentally-conscious facility designs are being ingrained in the sector. Common standards for environmental sustainability (e.g., LEED, etc.) help to guide investment and ensure new infrastructure includes design features such as solar panels, geothermal heating, recirculation systems, etc.

Growth and Urban Structure: as the population grows the requirements for multi-use facilities also increases. Dense urban communities rely heavily on public open space and municipal parks because of limited access to personal greenery to supplement recreation and socialization in the public realm.

2.4.4 Arts and Culture

Attendance and Participation: Research on attendance is broad but highlights growing participation and high levels of appreciation for arts and culture across the country. Residents value authentic experiences and the unique attributes of our communities.

Expanding Definition of Culture: There has been a shift away from visual, creative and performing arts, although these are still popular attractions. People are experiencing and appreciating arts and culture in less traditional ways and have increasing expectations for programs and events.

Celebrating Local Heritage: Large-scale community events and public engagement opportunities highlight the value of celebrating local experiences. Lincoln has embraced this through the ReRooted celebration and other town-operated events.

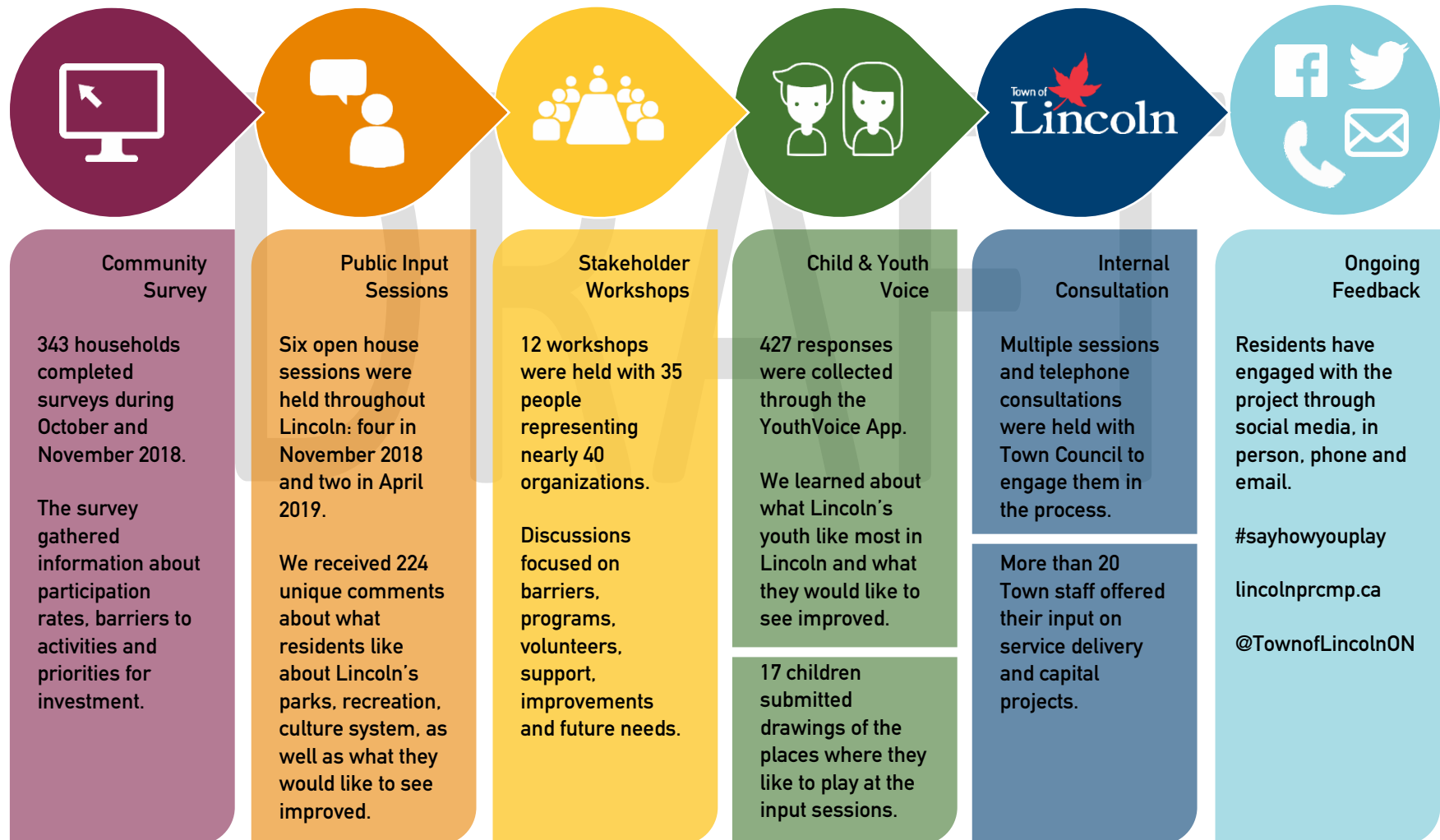
Figure 8 Community Tree Planting in Serena Park



2.5 Public and Stakeholder Consultation Summary

This section outlines the Community Engagement Strategy employed by the Project Team and summarizes results from the consultation program. The detailed summary of responses and tabulated results from public engagement initiatives can be found in [Appendix C](#).

Figure 9 Summary of Public Consultation Initiatives



2.5.1 Community Engagement Strategy

Town of Lincoln staff and the Consulting Team developed a comprehensive community engagement strategy involving various engagement tactics employed throughout the consultation period. These online and in person touchpoints were designed to help the Town of Lincoln better understand how and why residents use municipal parks, recreation and cultural programs, services and facilities. Also considered in the Master Plan's development were comments and input provided through concurrent municipal initiatives including: Transportation Master Plan; Action Sports Strategy; Pickleball Consultation; and Economic Development Strategy.

Over 1,000 people
of all ages and
interests
participated in the
master planning
process!

2.5.2 Online Community Survey

The Town of Lincoln hosted an online community that was available for seven weeks from October to November 2018 and received 343 unique responses. The purpose of the community survey was to elicit information on the parks, recreation and culture needs of Lincoln residents. The questions were designed to gather information regarding resident and stakeholder participation rates in both organized and unorganized activities, barriers to activity, facility use, recommended improvements, support for investment, and opinion/ agreement with statements regarding municipal support for parks, recreation and culture.

2.5.3 Public Information Centres

Six Public Information Centres (PICs) were hosted throughout the course of the Master Plan's development, four (4) in November 2018 and two (2) in April 2019, located throughout Lincoln. Each session was facilitated by representatives from the Project Team (Town Staff and Consultants) and it is estimated that nearly 165 residents attended the sessions to share their input on the Master Plan. The sessions were structured to elicit feedback from Lincoln residents using a variety of methods including information display boards, straw poll priority voting, child's voice drawings, question and comment boards, and opportunities to converse with the Project Team.

2.5.4 Child and Youth Voice

Lincoln's children and youth were engaged using two primary consultation techniques. Town of Lincoln staff were present at community events throughout summer and fall 2018 and collected 427 responses on the YouthVoice App. Responses revealed what local youth like most about parks recreation and culture in Lincoln and also asked what they would like to see improved. Options presented included sports, outdoor recreation, arts and culture, and aquatic recreation. Children who attended the PICs were offered an opportunity to show where they like to play by drawing their favourite places and activities. A total of 17 submissions (13 in November and 4 in April) were received illustrating a variety of indoor and outdoor programs, activities and facilities.



2.5.5 Stakeholder Workshops

Twelve Stakeholder Workshops were arranged in October 2018 to support the development of the Parks, Recreation and Culture Master Plan. The purpose of the sessions was to engage key stakeholders, create awareness of the Master Plan, and seek feedback on challenges and priorities related to parks, recreation and culture programs, services and facilities.

A total of 57 organizations were invited to participate in the sessions. Of these, approximately 40 people representing 29 organizations participated in-person, while an additional six (6) organizations did not attend but provided written input. Overall, this summary represents the input of 34 organizations and has been summarized into the following themes:

- Lincoln has many unique attributes and stakeholders are community-minded;
- Stakeholders want to be engaged and find ways to better promote their services;
- Barriers keep residents from participating fully;
- Rates and fees should be reviewed to ensure that they reflect appropriate services levels;
- Service providers deliver great programs, but more are needed;
- Support for volunteers is critical to building capacity;
- Connecting people and destinations should be a common goal;
- There is a need to plan for the future of arts and culture in Lincoln;
- Improvements to existing parks and recreation spaces were requested; and
- New parks, recreation and cultural spaces were requested.

2.5.6 Internal Consultation

More than twenty (20) municipal staff from various departments participated in a series of workshops and interviews in September 2018. The purpose of these sessions was to learn about the daily operations and functions of each department from those who engage directly with users (front-line staff) as well as the maintenance, operations, supervisory, management and administrative staff.

A special session held was held in September 2018 with 2014-2018 Town of Lincoln Council to introduce the Master Plan and share information on the expected timelines and opportunities to provide input. Members of the newly appointed 2019-2022 Town of Lincoln Council provided input throughout the Master Plan's development and were specifically engaged through a Committee of the Whole meeting in January 2019 as well as through scheduled telephone conversations.



3.0 Service Delivery & Programming



Camp Staff at Allan F. Gretsinger Community Pool

This section contains a needs assessment and supporting rationale for Service Delivery & Programming. **Recommendations are presented in Section 8.** Additional background documentation is contained in Appendix E.

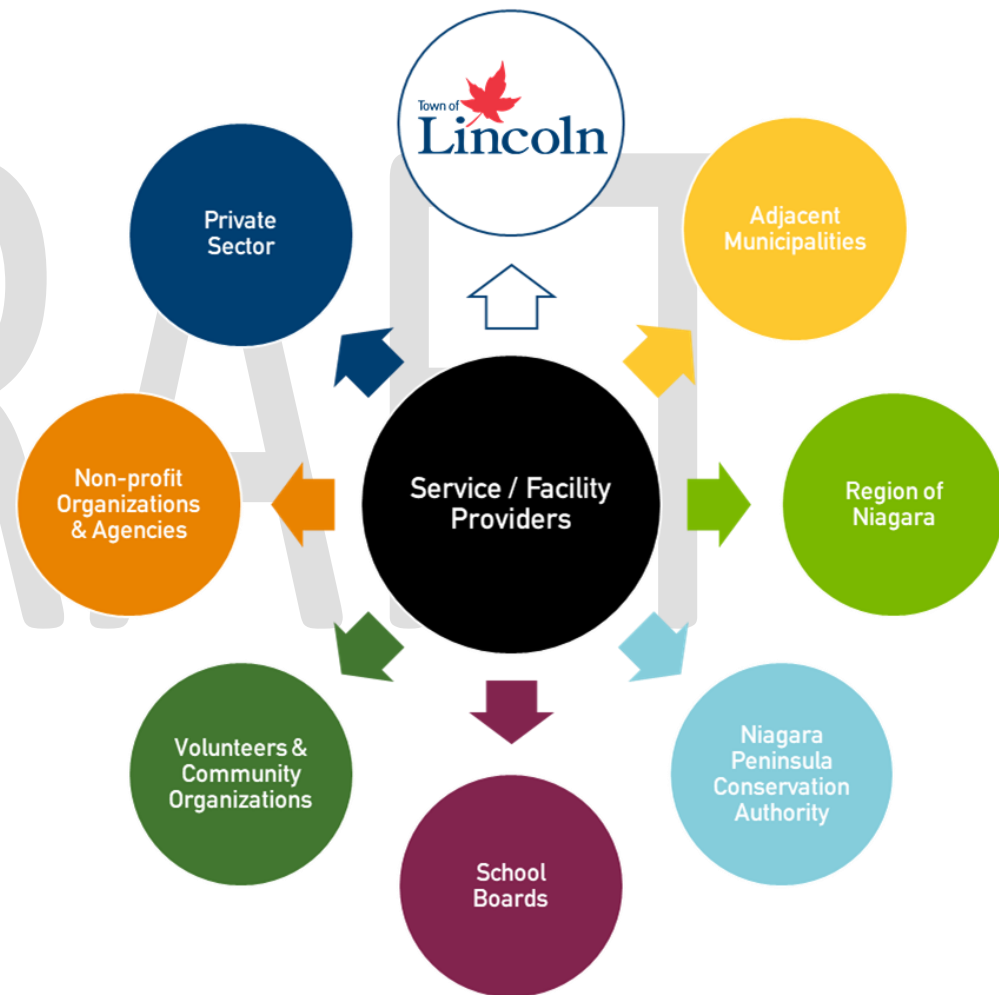
3.1 Our Service Delivery Model

There are numerous providers involved in the delivery of parks, recreation and culture services to Lincoln residents (see right), with the Town taking a lead role.

The Town of Lincoln Community Services Department is accountable for a broad range of parks, recreation and cultural facilities, amenities, programs and services. The Department sets about to provide and enable a wide range of choice and appeals to all residents regardless of their backgrounds.

Currently the Town provides specific services and addresses gaps where they exist. Two key approaches are taken: (1) the direct provision of programs and services by the municipality; and (2) the provision of a range of supports to community organizations.

Figure 10 Community Asset Map for Lincoln



The main methods employed by the Town in providing and enabling services include direct provision, community development practices, promoting not-for-profit and for-profit services, and contracting third party providers (see figure at right). This is a holistic approach with the key driver being to provide a range of opportunities efficiently and effectively. Consideration is given to ensuring all age groups are included, engaging and hearing resident voices, and including under-represented residents.

In a community the size of Lincoln, the predominant approach has been to support community groups and round out the provision of services where there are gaps or where specific services require facilities and qualified staff (e.g., the provision of swimming lessons at the outdoor pools). As Lincoln increases in population and new residents require more services as a result of the services provided in their previous community, the service delivery model will likely require further review.

The key to providing well-rounded and quality choices for residents of all ages in a mid-sized community is to work collectively with all providers. While there may be a difference in an organization's mandate; the collective goal is to ensure that there are safe and quality services provided within the town. Working together can place focus on needed priorities such as engaging residents from low income backgrounds. Other outcomes of working together include the sharing of resources and reduction of duplication. No one organization will meet everyone's needs; together the impact of joint initiatives can be greater.

Figure 11 Service Delivery Model in Lincoln



3.2 Programming and Active Living

3.2.1 Assessing Existing Programs

To gain a better understanding of parks, recreation and culture program requirements, a review of current offerings has been undertaken. This review includes public, private and non-profit community assets. [Appendix E](#) includes a comprehensive summary of all programs offered by the Town of Lincoln, an overview of non-municipal service providers in the town and a listing of significant service providers outside of Lincoln.

Registered Programs

In 2018 / 2019, the Town of Lincoln offered more than 43 different registered programs, some in partnership with others. These included programs for a variety of ages, interests, and abilities from children and caregivers to older adults and seniors. Below is a sample of local programs:

- **Child and Caregiver / Preschool:** e.g., Music Munchkins is offered in partnership with Beamsville Music Studio;
- **School-Age:** e.g., a variety of day camps are offered at multiple locations throughout the year;
- **Youth:** e.g., Red Cross Babysitter Training is offered to interested youth participants;
- **Adult:** e.g., Total Body Fitness is offered at the Fleming Centre;
- **Older Adult / Senior:** e.g., Lincoln Seniors' Club provides a variety of programs; and
- **All Ages:** e.g., the Town offers many registered specialty programs, often centered around a holiday or theme.

Drop-in Programs, Activities and Events

The Town also offers residents multiple opportunities to participate in parks, recreation and cultural pursuits at their leisure through drop-in events and activities. In 2018 / 2019 drop-in program offerings included more than 46 unique events and activities. Some of these were regularly scheduled open-participation times such as public skating or swimming, while others were specialty or one-time events.

Demand for drop-in opportunities is increasing in response to busy family schedules and a need for casual play when time allows. Across Ontario, public swimming and skating continue to be successful drop-in programs, as are exercise and fitness classes, sports such as pickleball (mainly for older adults, but not exclusively), and drop-in activity times for pre-school children and caregivers. Existing drop-in activities must continue to be promoted and adapted to respond to current trends.

The Town of Lincoln has served residents well by ensuring that a variety of activity options are available throughout the entire year. This was achieved through events such as Santa's Workshop on Beam Street (winter), Paint the Ice (spring), Outdoor Movie Nights (summer) and Lincoln ReRooted (fall).



Steps Toward Increasing Physical Activity

Increasing participation and physical activity levels requires a multi-level approach and many continued interventions to decrease sedentary behaviours. Collaboration and sharing of resources are typically the winning formula in making community change – all groups working toward a common vision and each playing their part with open communication, targets, programs and measurement. The following steps may be considered by the Town as it expands its program delivery model (additional detail can be found in [Appendix E](#)):

A) Understanding the Current State

The first step in increasing physical activity and participation is to understand the current situation, including health statistics, physical activity guidelines and locally-generated data. Issues need to be identified and clarified, along with the municipal role in contributing to better health outcomes for residents.

B) Working as a Collective

The Town should continue to seek out or work with like-minded organizations and individuals to discuss key physical activity and participation initiatives. A strong example of this is the Town's ongoing work with Niagara Region Public Health, particularly the Health Equity in All Policies approach. Gaining the commitment to develop a collective strategy with measurable targets is key in obtaining the energy to make a long-term difference.

C) Determining Needs

Physical activity frequency, duration and intensity of participation by Lincoln residents at varying ages and abilities should be tested to help identify needs. This work would serve to educate residents on the importance of physical activity and its benefits, as well as to better understand the supports that are needed.

D) Quick Wins

Working with aligned organizations will also bring to light best practices and possible quick wins in increasing physical activity and participation – initiatives that can be implemented quickly and at a low cost. Discussion about the development of a longer-range plan is also necessary, and should consider best practices (e.g., World Health Organization guides, Age-Friendly research, Playworks Partnership, etc.) and meaningful interventions that respond to the needs of residents.

E) Communications and Promotion

A communications plan to promote the individual and community benefits of physical activity is critical to increasing physical activity and participation.



Measuring the Capacity and Utilization of Programs and Services

The Community Services Department strives to provide a wide range of programs and services that appeal to all age groups. Capturing participation rates by age group serves to demonstrate that this objective is being met. An analysis of active, general interest, creative, cultural, social and STEM opportunities would allow staff to ensure a fulsome range of opportunities for all residents. Specifically, it enables the Town to address gaps directly or through community partners or third-party providers, as well as set participation targets that are thoughtful, achievable and work within the resources approved by Council. Measuring participation and setting targets also holds staff accountable for the use of public assets and resources, and further prompts intentional changes in participation. A process to better understand participation rates by age group is identified in [Appendix E](#).

The Community Services Department produces a Semi-Annual Report. This is an impressive report as it outlines the key deliverables that the Department has set about to achieve and highlights the intended priorities for the next years' work. The report is sequential in its thinking and strategic in its alignment with evidence-driven and nationally-supported priorities, such as the key goals of the Framework for Recreation in Canada.

Future editions may identify the capacity of the Department and partners to deliver services, the utilization of these services and the use of facilities. This will allow the community to understand changes in participation, along with demands that need to be addressed. The annual report may also compare capacity and utilization rates year over year to demonstrate the use of public facilities and services, the value of partnerships and volunteerism, and the use of funds for low income residents to participate in recreation.

The Community Services Department Semi-Annual Report is a valuable information-sharing tool and should be showcased to Town staff, Council and the community as a whole to celebrate the achievements and contributions of the department.

Figure 13 Participants in a yoga class held at the Fleming Centre



Ensuring a Broad Range of Recreational Opportunities to Lincoln Residents

The Town of Lincoln provides a variety of recreational opportunities for each age group either directly or in concert with community partners, such as active, creative, STEM and general interest programs. Steps that may be taken to ensure that residents can have choice and develop skills in a variety of areas include:

- Inventory What Exists – this Master Plan provides the baseline list of providers and opportunities in Lincoln;
- Identify Gaps – compare the opportunities offered to each age cohort by program types and identify gaps;
- Check in with the Community – host focus groups with community members to discuss the menu of opportunities, gaps and possible actions;
- Identify Core Recreation Programs – determine which services are core to recreation including legislated and traditional programs. Programs provided by others might include specialty programming where significant expertise is required (e.g., STEM programs and opportunities).
- Consider Third Party Providers – consider the use of other providers who might use public spaces and/or revenue sharing arrangements;
- Monitor Participation – ensure that participation levels are increasing based on a knowledge-based approach.

Testing the Feasibility of New Programs and Approaches

The development of the Master Plan engaged all ages across the Town. Specific programs and services were requested; each needs to be tested further to better understand specific needs, space availability and potential participation rates. The following programs and service approaches were mentioned and are worth delving into further:

- Working closer with the Public Library system to reduce duplication, share spaces and work toward common goals;
- Consideration of third-party service providers to round out the provision of choice in programs and camps;
- Working with the Seniors Club to source needed instructors and facilitators – Lincoln's Seniors Club indicated that they need help occasionally in sourcing program facilitators and instructors;
- Additional family and cultural programming; and
- More casual and drop-in activities.

Figure 14 Families participating in Sprouts at the Fleming Centre

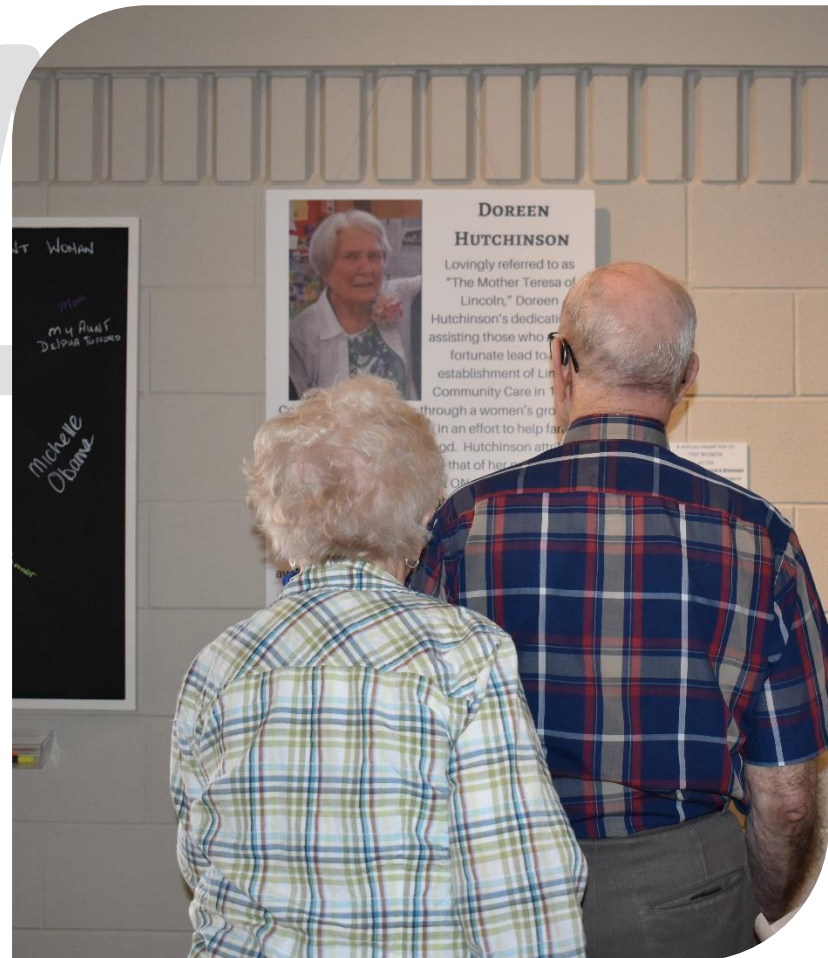


It is recommended that the Town of Lincoln develop an **evaluation tool** to better understand participation and interest in municipal program offerings and ensure the health equity lens is being applied to all programs and services offered by the Town. Some example of tools / methods that may be used to gauge public interest include: satisfaction surveys (distributed mid-session or at the end of a program session); social media engagement (e.g., Facebook polls, Twitter posts, etc.); email blasts requesting feedback; scheduled in-person consultation / engagement (e.g., coffee conversations, open houses, etc.); and on-going engagement with program and administrative staff to learn what they hear directly from participants.

The Age-Friendly Advisory Committee in Lincoln is a newly formed advisory committee constituted for this current term of Council and should be helpful in the planning and implementation of age-specific programs. For example, although Lincoln's child and youth population is not anticipated to grow significantly over the course of the next decade, it is anticipated that both children's leisure pursuits and youth empowerment are going to need greater emphasis over time as the town grows and evolves. Working to achieve recognition as a Play-Friendly City (according to guidelines prepared by the Canadian Public Health Association) and Youth-Friendly Community (an initiative managed by the Playworks Partnership) will assist the Town in being intentional in its efforts.

Conversely, the number of Lincoln residents between the ages of 55 and 70 is forecasted increase by 35% (over 8,500 residents) by 2041. There will be interest in additional parks, recreation and cultural opportunities for this age group, requiring Lincoln to work in partnership with older adult serving organizations, as noted above. A full range of social, physical, outdoor, cultural and general interest opportunities for all age groups should be offered.

Figure 15 Older Adults visiting the Lincoln Museum and Cultural Centre



3.2.3 Promoting Inclusion and Access

Increasing Access and Welcoming Diverse Cultures

The Town of Lincoln values diversity and strives to be accessible, inclusive and focused on health equity in the delivery of services. Local parks, recreation and cultural programs and spaces play a strong role in welcoming all residents, including diverse and under-represented persons. With Lincoln growing in population, it would be well served by developing an Access and Inclusion Policy to identify future actions that support participation by all residents. Such a policy would be developed with input from affected residents and would outline the goals of inclusion, the mandate of the Town in providing services and the scope of proposed approaches. Further staff development and training will ensure that staff and volunteers display welcoming behaviours and that spaces and services remain safe and welcoming.

Paramount to the development and implementation of an access and inclusion policy is the identification of equity-seeking groups. Under-represented groups that have been the focus of inclusion efforts in many municipalities include:

- **Persons with Disabilities:** Census data indicates that approximately one in seven Canadians live with a disability and this proportion is growing. Lincoln offers some supports in including residents with disabilities in parks, recreation, and cultural spaces and services, as do other agencies and community organizations. With the anticipated increase in the number of persons with disabilities and limited physical mobility, Lincoln should develop actions to include and welcome persons with disabilities (e.g., access to caregivers of participants with disabilities, modified and inclusive programs, sensory gardens, raised garden plots in community gardens and more).
- **Persons from Low Income Backgrounds:** As of 2016, approximately 7% of Lincoln's residents lived in low-income households, making them more susceptible to barriers in accessing parks, recreation and cultural services. Some Lincoln residents benefit from funding for camps and activities through a grant program administered by Community Care of West Niagara. Stable funding through the municipality and other sources is important in providing equitable access to services and gaining the resultant benefits.
- **Culturally Diverse Residents:** 7% of Lincoln residents immigrated to Canada between 2006 and 2016 and this number is rising. Parks, recreation and cultural services can play a large role in assisting newcomers with their settlement efforts. The Town is encouraged to be intentional about this role, including forming relationships with equity-seeking groups and organizations, developing meaningful policies, training staff, ensuring public spaces are safe, offering inclusive supports and evaluating the effectiveness of these endeavours.
- **Indigenous Peoples:** Several recent national-level reports speak to the role that Canadians have in reconciling with Indigenous Peoples over past history. All communities have a role to play in recognizing the land that Indigenous Peoples previously lived on and in being inclusive of this population. In turn, many recreation, parks and culture organizations are emphasizing the role of Indigenous Peoples through



education, arts, sports, parks amenities and interpretation; meaningful local supports can only be determined through open discussions with local Indigenous Peoples and organizations. Guidance can be found in the 2015 report authored by the Truth and Reconciliation Commission of Canada, which identifies the following calls to action through sport for all levels of government:

87. We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.

88. We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.

- **Gender Equity:** Participation in parks, recreation and cultural activities provide females with encouragement, confidence, physical activity and skill mastery. Unfortunately, female participation begins to decline as females reach adolescence. Efforts must be made to understand specific needs and participation rates and ensure that females and those who identify as females have every opportunity to participate. Initial efforts to assess participation may include an audit of female participation in recreation, sport and other activities, with the goal of achieving equitable participation between genders.
- **LGBTQ2S Community:** The Lesbian, Gay, Bisexual, Transgendered, Queer and Two-Spirited Community (LGBTQ2S) has endured isolation and bullying over the course of many decades. Through proactive efforts by the community and those who support them, tremendous strides have been made to be more inclusive and active within community spaces. The role of the municipality is to ensure that this community is welcomed into publicly funded spaces and these spaces are safe and engaging.

Figure 16 Town of Lincoln staff raising the pride flag



3.2.4 Outdoor Play, Programming and Special Events

Outdoor play is critical to children's development; they need outdoor and unstructured play to master new skills, be active, learn and find wonder in their natural environment. However, children are given fewer opportunities to engage in outdoor and "challenging" play compared to previous generations, instead opting to spend time indoors engaged in sedentary behaviours. Guidelines to assist communities and individuals address this issue are beginning to emerge, offering practical ways to improve the physical, mental and social health of children and residents of all ages.

Increasingly, municipalities are animating park spaces through programming and new forms of community engagement. For example, to support outdoor activity, several municipalities are testing new approaches to challenging and immersive play, such as installing natural playgrounds and placing larger toys in playgrounds. Viewing parks as "outdoor living rooms" helps to expand the scope of use and engages a broader range of residents and visitors, leading to experiential learning, participation and community mobilization.

"People need a reason to come to the park and stay there in order to benefit from its social environment. Park quality, amenities like playgrounds, and, critically, events and activities help create the conditions that draw people out to meet each other... Community-led initiatives that improve the physical and social environments of parks are crucial."¹

The Town of Lincoln has many of the attributes that tourists are looking for, such as a warm climate, culture, heritage, events, food, wine, hiking and more. The Town's proximity to larger population centres makes it a convenient location for day-trippers. While most may not travel to the Town for its parks, recreation and culture system, these public spaces and associated programs/events can enrich the experience. The proposed Prudhommes waterfront park is anticipated to contribute to this through its unique design and connection to the water.

Enhanced public access to existing sites and facilities – such as schools, conservation areas and others – will also help to increase participation for residents and strengthen the Town as a tourist destination. At present, the Town benefits from its strong partnerships with event organizers, as well as service clubs that have fundraised for many of the assets within area parks. There are also many agreements with schools, though more work needs to be done to standardize this approach to ensure that value is maximized for all parties. Opportunities to work closer with the Niagara Peninsula Conservation Authority should also be supported, ranging from land acquisition and capital initiatives (e.g., tree planting, benches, washrooms, etc.) to educational programs and natural/cultural heritage appreciation.



3.3 Partnerships and Capacity-Building

3.3.1 Fostering Community Partnerships – Working Better Together

The Town of Lincoln works with partners to provide the highest level of service to the public, while considering resource sharing and opportunities to reduce duplication. The goal is to maximize the community's assets and capabilities in broadening services at a shared cost. There is a clear commitment to working with community partners and numerous arrangements are in place. Although each existing partnership arrangement has been considered on its own merits, there are many legacy arrangements that should be aligned to a consistent and fair-minded policy; many of these will be addressed through the Town's upcoming policy review.

Partnership Principles

Each partnership (both new and existing) should be evaluated with the following principles in mind:

- a) The outcome of the partnership is aligned with the municipal values, mandate and priorities;
- b) There is an articulated need for the proposed service in the community;
- c) The financial and liability risks to the municipality are shared or reduced;
- d) The partner is equipped and qualified to co-deliver the service through identified efficiencies, and the ability to reach an identified segment of the population;
- e) The quality of the program or service provided through the partnership meets municipal quality assurance, risk management requirements and complies with legislation;
- f) Unsolicited for-profit partnership proposals are dealt with transparently and through a competitive process as identified in the Town of Lincoln's procurement process;
- g) Accountabilities and responsibilities can be clearly defined and complied with; and
- h) Annual reporting requirements capture participation numbers, expenditure reduction or revenue enhancement, and are clearly aligned with Departmental objectives.

In all partnership arrangements, specifications and requirements must ensure that the partner respects and aligns with the Department's key goals and objectives. The value in seeking out and formalizing partnerships provides a net benefit to both organizations and essentially reduces costs to the municipality. The most common partnership types and their characteristics in a parks, recreation and culture setting are described in [Appendix E](#).



3.3.2 Building Internal and External Capacity

Policies form the Impetus for Defensible Actions

The review and creation of baseline policies within the Town's Community Services Department is ongoing. For example, a Community-Driven Pricing Policy Project is set to start in Fall 2019 (in association with Brock University), complete with public input and community research. Recent adjustments have also been made to the Municipal Grant criteria and reporting structure to enhance consistency and support aligned decision-making.

In terms of new policies, it is recommended that the Town develop: (a) a Partnership Policy to denote when the Town should seek partnerships and under what conditions and processes; (b) a Sponsorship Policy to increase alternate revenues in an equitable fashion. Existing policies such as the Community Group Affiliation Policy, Municipal Facility and Sport Field Allocation Policies, and Naming Policy should be reviewed and updated as necessary (e.g., establishment of new user groups, development of new parks and facilities, etc.) Review of the Community Services Department's standard operating procedures commenced during the development of the Master Plan and includes: review and confirmation of existing operating procedures, development of new operating procedures (where gaps were identified), as well as review of legislative requirements and industry standards for all disciplines (e.g., parks, aquatics, culture, arenas and more).

Volunteerism is Declining and Requires Emphasis

Volunteerism is an inherent part of the parks, recreation and culture delivery system; however, many stakeholders indicated that volunteerism rates are declining in Lincoln. While most special events – including the summer concert series hosted by the Rotary Club – are still led by volunteers; the Town has assumed responsibility for some facilities and amenities that were previously managed by volunteers (Beamsville Lions Park, Jordan Lions Park and Arena). Volunteerism is a way of promoting community pride and cohesion and enhancing services. It is an important element of community building and service provision. The Town of Lincoln has a Volunteer Recognition Program which serves to thank and recognize these contributions through an annual volunteer appreciation event.

Figure 17 Mini Chefs participant



The effort to attract, train, retain and supervise volunteers requires certain competencies and the dedication of time. In recent years, new software applications have streamlined the volunteering process in some communities, which may offer promise in Lincoln. The development of a Volunteer Involvement Program is recommended, including strategies on recruitment, training, supervision, retention and recognition.

Technology Creates Efficiencies and Enhances Service Provision

In addition to volunteer management, technology has been a main focus in improving communications, program registration, facility bookings and public education. Potential customer service applications must address Lincoln's service priorities of increasing participation and providing a return on investment. A plan to address technology needs within the Department should include (at a minimum) issues facing the provision of current software, future needs, the ability of the software to engage residents and increase participation, work efficiencies and cost benefit.

3.3.3 Enhancing Communications

Knowledge and awareness are frequently cited as barriers to participation in leisure activities. The Community Services Department has made significant improvements in how it communicates with and informs residents. For example, the Play Lincoln publication and online community calendar identify parks, recreation and culture opportunities and initiatives. Further, the Department's annual progress report serves to inform Council and the public about recent accomplishments and upcoming plans. The Town also employs social media accounts for platforms such as Facebook and Twitter.

Despite these efforts, the public and stakeholders identified challenges with current communication platforms. As the Play Lincoln Guide is a new medium, many stakeholder groups and residents has not yet been exposed to the guide; however, it can be expected to gain recognition over time. Niagara 211 is another valuable resource which offers a free online community listing for service provider organizations. It was also suggested that Lincoln increase use of online tools, street-level signage, and regular public forums with the Town to promote services and share information.

In terms of social media, it is recommended that the Town adopt a hub-and-spoke model for communication where the primary "Town of Lincoln" accounts promote, share, retweet or tag posts from various sub-accounts. The Town of Lincoln may determine that each department does not require an individual account, but those which interact regularly with the public may benefit from a separate venue for sharing information. For example, within the Community Services Department, it is recommended that the Town establish two separate brandings: @PlayLincoln and @LincolnMuseumandCulturalCentre. This will help potential participants connect with programs and services that interest them.

4.0 Facilities & Infrastructure



Public Skating at Fleming Centre

This section contains a needs assessment and supporting rationale for Facilities & Infrastructure. **Recommendations are presented in [Section 8](#).** Additional background documentation is contained in [Appendix F](#).

4.1 Overview

4.1.1 Assessing Facility Needs

Each of the facility needs assessments provided in this Master Plan used a mixed-methods approach to ensure site-specific analysis and unique needs were considered. The assessment methodology included:

- an environmental scan of facilities in the town and region (both municipal and non-municipal);
- review of current provision rates;
- review of municipal condition audits (summer 2018);
- site visits with Town staff;
- spatial analysis including geographic distribution of facilities;
- usage and scheduling analysis; as well as
- consideration of public, stakeholder and staff feedback provided through the consultation program.

It is important to note that, given the size and composition of Lincoln, it is not feasible nor realistic for the Town of Lincoln to provide the same complement of facilities and services typically offered in large urban communities. The type of facility and the level of competition will affect catchment areas, with people generally being more likely to travel greater distances to participate in unique and elite-level activities. The provision targets, recommendations and strategies are the result of these considerations and facility needs assessments.

Municipal outdoor recreation facilities have been analyzed below. Each facility assessment includes a summary table, description of the current state of provision, review of facility usage, needs analysis and summary of recommendations. This analysis focuses on the major recreational amenities within the town's parks and recreation system; amenities such as community gardens, washrooms, seating, etc. are not specifically addressed but form part of the park design considerations contained in [Section 5 – Parks & Open Space](#). For more information on specific parks, see [Appendix G](#).

Recommended project timelines align with Council terms and are as follows: short-term (2019 - 2022), medium-term (2023 - 2026), longer-term (2027+) and ongoing.

4.1.2 Facility Inventory

The following table contains a summary of existing indoor and outdoor recreation facilities that are owned and/or maintained by the Town of Lincoln.

Supplementing this inventory are a number of quasi-public and private venues that are used to varying degrees (most are not under municipal agreement and may not be broadly accessible to the public), such as:

- **public and private schools**, most of which include gymnasiums, classrooms and recreational facilities;
- **public agencies** (e.g., other municipal properties, conservation authority, etc.);
- **non-profit providers** (e.g., YMCA);
- **churches**, including many with meeting rooms and some with halls and/or gymnasiums;
- **residential communities** (e.g., retirement homes, etc.);
- **service clubs** (e.g., Lions, Legion, etc.); and
- **private clubs** (e.g., golf courses, fitness, karate, campgrounds, etc.).

Figure 18 Lincoln Community Centre



Table 1 Municipal Inventory of Parks and Recreation Facilities

Facility	Supply	Location(s)
Ball Diamonds	8 13 (ULE*)	Hardball (lit) Beamsville Lions Park Hardball (unlit) Ted Roberts Park Softball (lit) Beamsville Lions Park, Jordan Lions Park (2), Senator Gibson School Park** Softball (unlit) Beamsville Lions Park, Jordan Lions Park (2)
Soccer Fields	13 13.5 (ULE*)	Full (lit) Beamsville Lions Park Full (unlit) Beamsville Lions Park, Beamsville District Secondary School**, Great Lakes Christian Academy Park**, Heritage Christian School Park** (2), Jordan Lions Park, Town Hall Park Intermediate Beamsville Lions Park (3) Mini Jordan Lions Park (2)
Playgrounds (locations)	13	Angelina Prokich Park (under construction), Ashby Drive Park, Beamsville Lions Park, Charles Daley Park, Elizabeth Street Park, Hilary Bald Park, Jack Simpson Park, Jordan Lions Park (2), Meadowood Park, Rittenhouse Estates Park, St. Volodymyr Park, Village Park Drive Park, Vineland Neighbourhood Park
Tennis & Pickleball Courts	2	Tennis Courts at Angelina Prokich Park (under construction)
Basketball and Multi-Use Courts	4 2	Full Angelina Prokich Park (under construction), Ashby Drive Park, Jack Simpson Park, St. Volodymyr Park Half Hilary Bald Park, Rittenhouse Estates Park
Outdoor Rinks	1	Hilary Bald Park
Action Sports Parks	0	Skatepark and pumptrack at Serena Park (in design)
Outdoor Pools and Public Beaches	2 pools 2 beaches	Allan F. Gretsinger Pool, Jordan Lions Pool Charles Daley Park (east and west)
Splash Pads	3	Angelina Prokich Park (under construction), Jordan Lions Park, Hilary Bald Park
Off-Leash Dog Parks	0	N/A
Recreational Trails	35.6 km	32.3 km of off-road trails and 3.3 km of walking trails
Pavilions, Gazebos and Picnic Shelters	6	Beamsville Lions Park, Charles Daley Park, Jordan Lions Park, Hilary Bald Park, Vineland Neighbourhood Park, Allan F. Gretsinger Pool
Halls and Multi-Purpose Space	various	Fleming Centre, Jordan Lions Arena, Lincoln Community Centre, Bennett Hall, Scout Hall, Town Hall, Fire Halls
Seniors Centres	1	Lincoln Community Centre
Arenas (Ice Pads)	2	Fleming Centre, Jordan Lions Arena

* Unlit Equivalents (ULE) are counted as 1.5 for every lit, full-size soccer field or 2.0 for every lit ball diamond to account for extended periods of play

** Denotes non-municipal assets that are utilized by local organized sport leagues and the Town of Lincoln



4.1.3 Facility Mapping

The following pages provide a visual summary of all municipal parks and open spaces, recreation and cultural facilities as well as Niagara Peninsula Conservation Areas.

The first map (page opposite) is an overview of the entire municipality, while the following two pages focus on urban settlement areas in the town.

The legend on this page offers a comprehensive listing of all facilities / sites and can be referenced for all three subsequent maps.

Area-specific legends have been provided on the appropriate pages to highlight amenities in urban areas of Lincoln.

Recreation & Cultural Facilities **Z**

A	Jordan Lions Arena
B	Jordan Lions Pool
C	Jordan Historical Museum
D	Lincoln Centre
E	A.F.G. Outdoor Pool
F	Scout Hut
G	Bennett Hall
H	Lincoln Museum & Cultural Centre
I	Fleming Centre

Niagara Peninsula Conservation Areas **i**

i	Jordan Harbour Conservation Area
ii	Ball's Falls Conservation Area
iii	Louth Conservation Area
iv	Rockway Conservation Area (not shown)
v	Cave Springs Conservation Area (not shown)
vi	Mountainview Conservation Area

Legend

	Town of Lincoln Municipal Boundary
	Urban Settlement Areas
	Municipal Parkland
	Conservation Areas

Parks & Open Spaces **#**

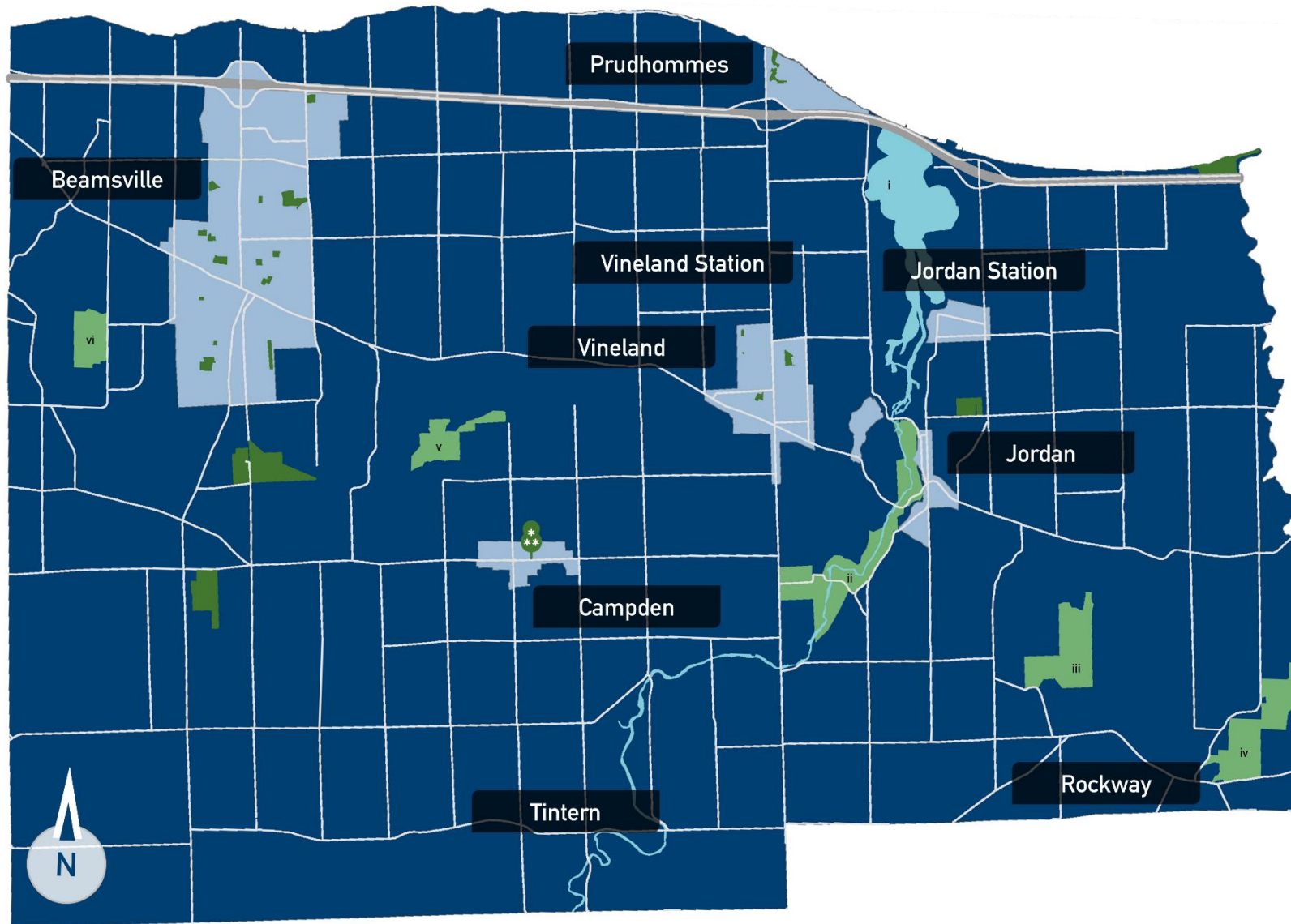
1	Victoria Shores Park
2	Charles Daley Park
3	Jordan Lions Park
4	Jordan Hollow Park
5	Vineland Neighbourhood Park
6	Rittenhouse Park
7	Diana Park
8	Black Walnut Park
9	Town Hall Park
10	Hillary Bald Park
11	Ted Roberts Park
12	Bomberry Park
13	Ashby Drive Park
14	Kinsmen Park
15	Beamsville Lions Park
16	Angelina Prokich Park
17	Elizabeth Street Park
18	Village Park Drive Park
19	Serena Park
20	Meadowood Park
21	Tamarac Park
22	Saint Volodymyr Park
23	Jack Simpson Park

Not yet dedicated **!**

*	Prudhommes Landing Park
**	Cherry Heights Park
***	Campden Park (not shown)



Lincoln Facility Mapping



Prudhommes, Vineland and Jordan Facilities and Parks Mapping

Legend

- Urban Settlement Areas
- Municipal Parkland
- Conservation Areas

Parks & Open Spaces

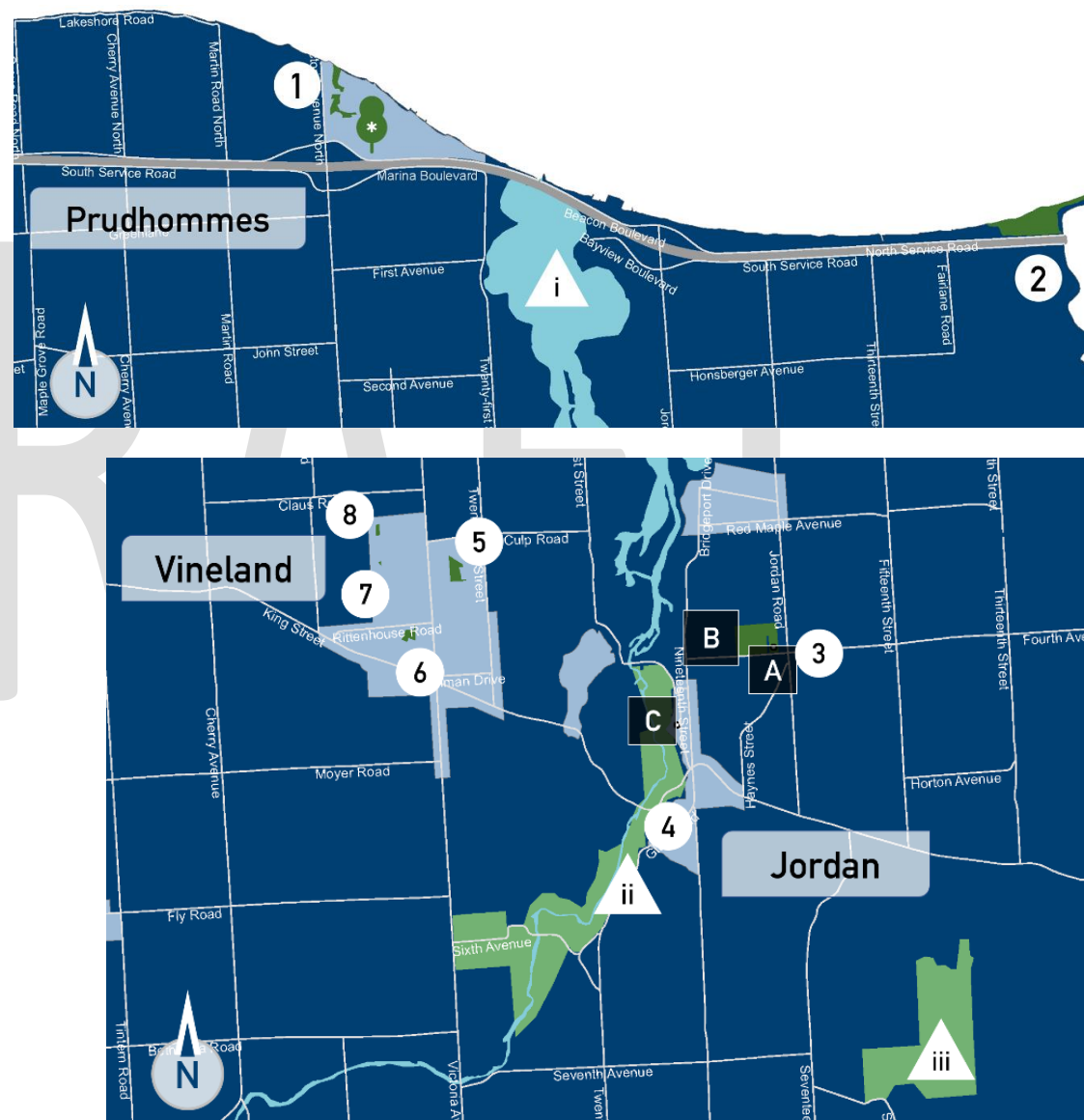
- 1 Victoria Shores Park
- 2 Charles Daley Park
- 3 Jordan Lions Park
- 4 Jordan Hollow Park
- 5 Vineland Neighbourhood Park
- 6 Rittenhouse Park
- 7 Diana Park
- 8 Black Walnut Park
- Prudhommes Park

Recreation & Cultural Facilities

- A Jordan Lions Arena
- B Jordan Lions Pool
- C Jordan Historical Museum

Niagara Peninsula Conservation Areas

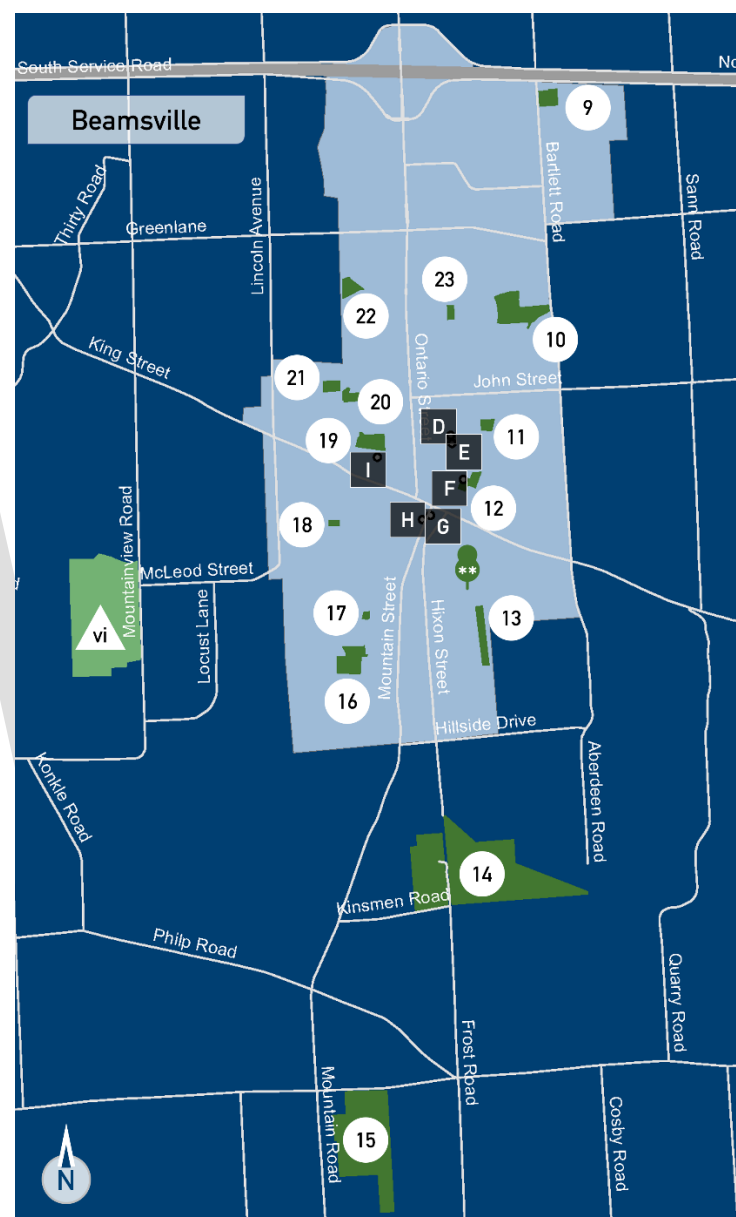
- ii Ball's Falls Conservation Area
- iii Louth Conservation Area



Beamsville Facilities and Parks Mapping

Legend	
	Urban Settlement Areas
	Municipal Parkland
	Conservation Areas
Recreation & Cultural Facilities	
D	Lincoln Centre
E	A.F.G. Outdoor Pool
F	Scout Hut
G	Bennett Hall
H	Lincoln Museum & Cultural Centre
I	Fleming Centre
Niagara Peninsula Conservation Areas	
vi	Mountainview Conservation Area

Parks & Open Spaces	
9	Town Hall Park
10	Hillary Bald Park
11	Ted Roberts Park
12	Bomberry Park
13	Ashby Drive Park
14	Kinsmen Park
15	Beamsville Lions Park
16	Angelina Prokich Park
17	Elizabeth Street Park
18	Village Park Drive Park
19	Serena Park
20	Meadowood Park
21	Tamarac Park
22	Saint Volodymyr Park
23	Jack Simpson Park
	Cherry Heights Park



4.2 Outdoor Recreation Facilities

A range of active and passive outdoor recreation opportunities are offered throughout Lincoln. These outdoor recreation facilities include major sports parks such as Beamsville Lions Park and Jordan Lions Park, stand-alone facilities such as Allan F. Gretsinger Outdoor Pool in Beamsville, as well as smaller neighbourhood-based facilities such playgrounds and everything in between.

According to the online survey, 90% of households feel that outdoor recreation facilities such as sports fields, playgrounds and pools are important; however, only 65% of households are satisfied with these facilities in Lincoln. This difference suggests that residents' expectations with respect to outdoor recreation facilities are not being met.

The Master Plan's consultation program revealed several suggestions for improvement to outdoor spaces, including:

- installation of comfort amenities such as washrooms, shade structures and seating in parks;
- development of an off-leash dog park;
- installation of additional play equipment including natural play features and outdoor fitness equipment; and
- addition of more basketball hoops / multi-sport courts and pickleball courts.

The following sections examine facility-specific needs throughout Lincoln.

4.2.1 Sports Fields

Sports Parks

The Town of Lincoln provides a variety of outdoor recreation amenities throughout the municipality to support organized sport leagues. The largest user groups are soccer and baseball / softball. The majority of practices and games for these leagues are accommodated at the Town's two sports parks, Beamsville Lions Park and Jordan Lions Park. Both of the Lions parks were historically managed and owned by their respective clubs, but the Town of Lincoln has recently taken over maintenance and capital responsibilities at both.

Both Beamsville Lions Park and Jordan Lions Park have been described and analyzed in detail in [Appendix F](#). Discussion and requirements contained within this section pertain to these sites as a whole, and discuss broad plans for each park. Sport-specific inventories, provision levels (i.e., required number of fields or diamonds), analysis and requirements can be found in the Ball Diamonds and Soccer Fields sections that follow.

User groups identified issues with the functionality of each sports park as a whole and requested increased communication and information-sharing from the Town of Lincoln during the transition from Lions' Club-based operation to Town-based operation of the sites. Site visits, condition audits,



staff and stakeholder consultation confirm that both Jordan Lions Park and Beamsville Lions Park require considerable investment to capital infrastructure. Park profiles (including site descriptions and aerial imagery) for each of Lincoln's parks can be found in [Appendix G](#).

It is recommended that the Town of Lincoln develop a **Sports Park Renewal Strategy** for each of the two sites, with Jordan Lions Park as the higher priority. Renewal of the municipal sports parks should begin with establishment of a redevelopment plan to assess the feasibility and costs associated with each. The renewal strategies should be done in consultation with the stakeholders and public. Further phases of park renewal may include development of a site plan and consideration of the capacity for sport fields / diamonds and opportunities to expand the site(s). Expansion of an existing site is preferred over establishment of a third major sports park in Lincoln.

The intention of a park-specific renewal strategy is to assist with asset management and respond to growth-related needs. For example, using the sport-specific provision standards outlined in the Ball Diamonds and Soccer Fields sections, the Town of Lincoln will require an increased supply of both facility-types. The renewal strategy will help to guide provision of new sport-specific facilities and prioritize repair of existing. Further, establishment of these strategies will enable the Town to effectively respond to emerging trends and participation growth or decline.

General and site-specific considerations for renewal at each park have been outlined in the table below, with detailed analysis provided in [Appendix E](#). Where applicable, facility-specific requirements can be found in the respective subsections of this plan (e.g., ball diamonds, soccer fields, outdoor aquatics, etc.)

Table 2 Sports Park Renewal Strategy Considerations

General Sports Park Considerations	
Reorient ball diamonds and soccer fields using design guidelines provided in Appendix F	
Improve vehicular traffic flow and parking	
Site-Specific Considerations	
Jordan Lions Park	Beamsville Lions Park
Upgrades to sport fields in the short-term including: fencing, lighting and support buildings.	Install a permanent support structure such as a field house to provide storage, administrative space, water access and washroom facilities.
Revitalize / replace Jordan Lions Arena including consideration of expansion to include a multi-use program space.	Consider park expansion at this site to accommodate long-term participation growth in baseball and soccer.
Revitalize the outdoor pool within the next two-to-three years and consider potential for 2021 Canada Games legacy pool.	Consider mitigating measures to address proximity to apiary adjacent to the site.



Ball Diamonds

As exemplified by local growth, popularity of baseball has increased across Ontario. Youth ball registrations in Lincoln have increased by approximately 20% in the last three to five years. Ball diamonds in Lincoln are primarily used by youth leagues but also support adults recreational and competitive play. Lincoln supports two distinct minor baseball organizations, Beamsville Minor Baseball and Jordan Lions Minor Baseball, with an estimated 600 registered youth players in 2018 (combined).

Results from public consultation indicate local interest in and support for baseball and softball in the community. Consultation with baseball and softball representatives revealed that groups are generally able to access diamonds for regular league play, but sometimes have issues rescheduling or accommodating tournament play. They are satisfied with the maintenance of the diamonds themselves, but noted that some are in need of repair.

Discussions with stakeholders and review of diamond schedules and league registrations indicate that the current number of diamonds is adequate for the present use, but approaching full capacity. A market specific provision target is the preferred method to evaluate the need for ball diamonds. In similar communities, a target of one diamond (unlit equivalent) per 80 – 100 registered participants (both adult and youth) is a reasonable provision rate and allows flexibility for frequent weekend tournaments. Current provision is 1 diamond per 46 registered youth players; adult figures are not available.

Assuming an equal number of adult players and applying a provision target of one diamond (unlit equivalent) per 90 registered players, there is a present need for 13.5 diamonds, growing to 16.5 by 2041. It is recommended that the Town of Lincoln focus on improving the quality of fields and support amenities in the short-term. Future diamond provision may be achieved through redevelopment or expansion at one of Lincoln's sports parks and future parkland acquisition.

Figure 19 Ball Diamond at Jordan Lions Park



Ball Diamonds Summary Table

Our Supply	8 diamonds (13 ULE, where each lit field is equivalent to 2.0 unlit fields) distributed throughout Lincoln
Provision Target	1 diamond per 90 registered players (both adult and youth participants) Currently estimated at 1:90 registered participants
Current Needs (2019)	Focus on diamond improvements; 0.5 (ULE) required in the short term, may be achieved through diamond improvements
Future Needs (2041)	3.0 (ULE) additional diamonds required to meet future growth-related demand
Provision Strategies	<p>Short-term: evaluate options for upgrades to diamond #4 at Jordan Lions Park, consider addition of lights to an existing diamond to increase supply, repair and / or replace aging equipment and support amenities at Jordan Lions Park</p> <p>Medium-term: complete park renewal strategies for Jordan Lions Park and Beamsville Lions Park</p> <p>Longer-term: provision of new diamonds to address growth-related needs</p> <p>Ongoing: maintain and repair diamonds as necessary and work with user groups to maximize scheduling efficiencies and monitor demand for diamonds.</p>
Other Considerations	<ul style="list-style-type: none"> consider multi-diamond designs whenever possible to accommodate league play and efficiencies in scheduling for participants and league organizers review facility bookings with user groups to maximize scheduling efficiencies

Soccer Fields

Soccer is appealing to many because it is easy to learn, supports cardiovascular fitness and has a relatively low participation cost. After years of increasing registration across Ontario, youth soccer participation is levelling off in many communities, particularly at house league levels. Increased demand is now being seen for higher quality fields for competitive and adult play.

Stakeholders indicated that the current supply (locations, size, variety) of soccer fields is adequate but that more are required to accommodate anticipated growth in the player base and to implement the LTAD model. Long-term Athlete Development (LTAD) focuses on training and physical literacy and introduces new field dimensions and as well as new player ratios. This training model impacts the demand for field time but has been accommodated and integrated into scheduling at local fields, although stakeholders noted a shortage of 9 vs. 9 dimensions.

A review of schedules reveals that the majority of soccer facilities in Lincoln are consistently used and accommodate play throughout the season. Lincoln Minor Soccer is the primary provider in Lincoln, with an estimated registration of about 925 players (800 of those youth) in the 2018 season.



Review of player registration and field usage data indicates no immediate demand for additional fields – the Town of Lincoln currently meets the provision target with a ratio of one field per 69 registered players.

Application of a 1:70 provision target (many municipalities use ratios of one field for 60 to 100 players, depending on the levels of play present in the community) equates to future demand of 17 soccer fields by 2041, which indicates a long-term need for an additional 3.5 unlit equivalent fields. The potential loss of the field at BDSS will increase this to 4.5 ULE in the longer-term. Needs can be addressed through installation of new / additional fields at the Town’s existing sports parks through park renewal as well as future parkland acquisition. In the interim, it is recommended that the Town of Lincoln work with local soccer organizations to evaluate current field utilization and improve understanding of requirements the LTAD model in a local context.

Soccer Fields Summary Table

Our Supply	13 fields (13.5 ULE, where each lit field is equivalent to 1.5 unlit fields) distributed throughout Lincoln; primary sites are Beamsville Lions Park and Jordan Lions Park
Provision Target	1 field per 70 registered players; current provision rate is 1:69 players
Current Needs (2019)	Current fields meet immediate demand; will need to replace or secure field at BDSS upon closure
Future Needs (2041)	3.5 additional fields (ULE) are required to meet growth-related demand 1.0 additional fields (ULE) are required to replace loss of BDSS field
Provision Strategies	Short-term: add lights to field #2 at Beamsville Lions Park; identify potential locations to replace loss of BDSS field Medium-term: complete park renewal strategies for Jordan Lions Park and Beamsville Lions Park Longer-term: provision of new fields to address growth-related needs Ongoing: maintain and repair fields as necessary
Other Considerations	<ul style="list-style-type: none"> • consider multi-field designs whenever possible to accommodate league play and efficiencies in scheduling for participants and league organizers • consider mini fields at sites with off-street parking and ample open space such as Serena Park (temporary use), Hilary Bald Park or Angelina Prokich Park • ensure all field dimensions are available to accommodate LTAD training models and support youth soccer in Lincoln



4.2.2 Playgrounds and Outdoor Fitness

Playground equipment provides flexible, unstructured play opportunities for Lincoln's toddlers and young children. Modern playground designs are supplementing traditional swings, slides and monkey bars with more adventurous or risk play elements (i.e., climbing walls).

It is recommended that the Town of Lincoln provide playgrounds within 500-metres of urban residential areas without crossing a major barrier. Geographic distribution gaps have been identified in central and southeast Beamsville as well as Jordan Station. The Town should aim to fill distribution gaps and proceed with repair and replacement of existing playground facilities as required.

Outdoor fitness equipment is complementary to playground structures as they enable adults to engage in unstructured physical activity. Outdoor fitness equipment provides low-impact, bodyweight activities that focus on mobility, flexibility and strength training – great exercise options for older adults and seniors.

It is recommended that the Town consider installing outdoor fitness equipment at one of Lincoln's busiest parks to support complementary use.

Playground and Outdoor Fitness Summary Table

Our Supply	Playgrounds: 12 locations throughout Lincoln; 1 at Angelina Prokich Park (under construction) Outdoor Fitness: none currently available
Provision Target	Playgrounds: within 500-metres of residential areas (urban areas only) Outdoor Fitness: based on interest and demand as well as identification of a suitable location
Current Needs (2019)	Playground gaps exist in Southeast Beamsville and Central Beamsville
Future Needs (2041)	Growth-related needs for playgrounds are anticipated in Prudhommes and future subdivisions
Provision Strategies	Short-term: install playgrounds at Angelina Prokich Park (as planned), Campden Park, Prudhommes Central Park and Serena Park; enhance playgrounds and / or install new components at Ashby Drive Park; and replace playgrounds at Beamsville Lions Park, Meadowood Park, Jack Simpson Park, Jordan Lions Park and St. Volodymyr Park Medium-term: consider outdoor fitness equipment at a park location (TBD); install playground equipment at future park sites (acquisition required) in Jordan Station; and consider a playground at BDSS should it be developed as a park. Longer-term: apply recommended provision target to address growth-related needs Ongoing: playground maintenance and replacement as required
Other Considerations	<ul style="list-style-type: none">• neighbourhood-level amenities should be within walking distance of households in urban areas wherever possible• consider variable designs, including natural playgrounds• each new or replacement playground should have accessible features



4.2.3 Sport Courts

Tennis and Pickleball

Popularity of pickleball has grown exponentially over the last decade throughout the country while tennis has recently experienced a modest resurgence in popularity after exhibiting stable participation rates for many years. As a result, demand for racquet sport courts continues to grow, especially in municipalities with a growing population base of older adults (such as Lincoln).

Proponents of racquet sports in Lincoln stated that there is a growing player base (particularly for pickleball) and that facilities to support play are lacking or unavailable during desired times. This was supported through the community survey, stakeholder consultation and public information centres. Local pickleball enthusiasts have demonstrated sufficient demand to warrant provision of indoor and outdoor play opportunities.

The Master Plan supports installation of the two tennis courts planned for Angelina Prokich Park. It is recommended that the Town of Lincoln conduct a site-suitability assessment in the short-term (2019 – 2022) to determine an appropriate location to develop pickleball courts (up to 4 courts).

Tennis and Pickleball Summary Table

Our Supply	2 tennis courts at Angelina Prokich Park (under construction)
Provision Target	1 tennis and / or pickleball court per 5,000 residents
Current Needs (2019)	Three (3) additional courts to service current population (in addition to the new courts at Angelina Prokich Park)
Future Needs (2041)	Determine future demand based on use of existing facilities and application of provision target
Provision Strategies	Short-term: install two tennis courts at Angelina Prokich Park (as planned) and evaluate sites to determine a location for a dedicated four-court pickleball facility at a community park (e.g., Kinsmen Park or future park site). Medium-to-Longer-term & Ongoing: monitor demand for courts.
Other Considerations	<ul style="list-style-type: none">• Multi-court design preferred to accommodate multiple games simultaneously• may be designed as multi-sport courts to accommodate both tennis and pickleball as well as other sports• consider on-site parking, shade, seating and potentially access to washrooms• a tennis wall or backboard on the site could enable single-player participation



Basketball and Multi-Purpose

Basketball is popular among youth and young adult demographics. The sport is accessible to many because there are few equipment requirements and basic skills and rules can be learned fairly easily. Multi-purpose courts can be designed to accommodate use by a variety of age groups and support multiple activities (e.g., basketball, ball hockey in the summer or conversion to a natural ice rink in the winter). Multi-use designs are preferred because they can offer recreation opportunities to a wider user base.

Courts should be distributed equitably (within 1 km) across urban settlement areas in the municipality to encourage casual use. Results from public consultation revealed local demand and support for these facilities including desire for more outdoor skating opportunities.

It is recommended that the Town install one additional court to address a provision gap in central Beamsville and proceed with repair and replacement of existing courts as required.

Basketball and Multi-Purpose Summary Table

Our Supply	3 full courts; one each at Ashby Drive Park, Jack Simpson Park and St. Volodymyr Park 2 half courts; one each at Hilary Bald Park (also outdoor artificial ice rink) and Rittenhouse Estates Park 1 full (multi-purpose) court at Angelina Prokich Park (under construction)
Provision Target	1 court per 5,000 residents (half courts count as 0.5); within 1 km of residential areas (urban areas only)
Current Needs (2019)	Geographic gap identified in central Beamsville
Future Needs (2041)	1 additional court required to meet growth-related demand; existing courts may be enhanced where appropriate to meet local demand
Provision Strategies	Short-term: install one court (half or full) in central Beamsville to fill geographic gap in provision; repair court at Rittenhouse Estates Park Medium-term: repair or replace court St. Volodymyr Park Ongoing & Longer-term: maintenance and repair of courts as required
Other Considerations	<ul style="list-style-type: none"> proximity to residential areas should be considered (i.e., noise from balls bouncing) multi-use designs to accommodate basketball, ball hockey, ice skating etc. are encouraged monitor refrigeration equipment for multi-purpose pad at Hilary Bald Park and provide maintenance as necessary



4.2.4 Action Sport Parks

Skate and bike parks are now a standard level of service in most municipalities, large and small. They respond to increasing interest in unstructured, low cost activities and support physical activity. Participation in these sports has a broad appeal to both youth and young adults, as well as an emerging family market as adult action sport enthusiasts draw their children toward the sport.

The Town of Lincoln does not currently provide any permanent action sports parks (also known as “all-wheel” parks) but did purchase a mobile skatepark to service the immediate needs of the community. The temporary mobile site serviced an estimated ridership of 587 individuals during the 6-week indoor installation in summer 2018.

The public consultation process found higher than average interest in the provision of action sport facilities. Stakeholders and proponents of action sports indicated that many children, youth and families in Lincoln currently travel to neighbouring municipalities (e.g., Grimsby, St. Catharines, Niagara Falls) to participate and use their action sports facilities.

This Master Plan supports the direction of the Town’s 2019 Action Sports Strategy and recommends that the Town monitor usage of the proposed action sports park (skatepark and pumptrack) in Serena Park to determine longer-term demand and potential for temporary expansion into Jordan and Vineland. Additionally, the Town of Lincoln should explore installation of a bicycle playground within an existing park as an enhancement.

Action Sport Parks Summary Table

Our Supply	1 skatepark and 1 pumptrack at Serena Park (in design)
Provision Target	1 skatepark, bicycle playground and BMX pumptrack, etc. to serve entire town
Current Needs (2019)	Focus on installation, education and promotion of the planned skatepark and pumptrack
Future Needs (2041)	Consideration of community needs in Jordan and / or Vineland
Provision Strategies	Short-term: proceed with planned installation of skatepark and pumptrack at Serena Park; explore installation of a bicycle playground within an existing park as an enhancement Medium-term: consider temporary installation of mobile skatepark in Jordan to test demand Ongoing & Longer-term: facility repair and equipment renewal / replacement as required
Other Considerations	• Refer to the Town of Lincoln Action Sports Infrastructure Report & Design Strategy (2019)



4.2.5 Outdoor Aquatics

Outdoor Swimming Pools

Swimming and aquatic programming provide the public with valuable water safety programs and offer services to teach interested persons swimming skills. Using a health and wellness lens, swimming and other aquatic activities are excellent low-impact exercise opportunities to develop mobility, endurance and strength training.

Responses from the community survey, stakeholder consultation and public information centres support demand for community aquatic facilities in Lincoln. Both the AFG Pool and Jordan Lions Pool are well-used community facilities that provide accessible aquatic experiences for all ages, interests and abilities across Lincoln. Review of 2018 participation statistics indicate that provision of drop-in public swimming and dedicated times for day camp swims are crucial to successfully programming these facilities.

The Allan F. Gretsinger Pool accommodates more than double the amount of use when compared to Jordan Lions Pool. However, each pool is programmed differently and provides an important level of service for the Lincoln community.

No new or additional outdoor pools are required, but it is recommended that the aging Jordan Lions Pool be brought to modern aquatic facility standards. In the short-term the Town of Lincoln should continue to operate the Jordan Lions Pool in its current state (while providing regular maintenance and repairs) and consider future replacement and design through the Jordan Lions Park Renewal Strategy (short term) and / or installation of the 2021 Canada Summer Games legacy pool.

Outdoor Swimming Pools Summary Table

Our Supply	2 outdoor public pools; Allan F. Gretsinger Pool and Jordan Lions Pool
Provision Target	No target defined; current supply to be maintained
Current Needs (2019)	No gaps identified; need to replace 60-year-old Jordan Lions Pool
Future Needs (2041)	Continued maintenance and replacement
Provision Strategies	Short-term: evaluate options for repair / replacement of Jordan Lions Pool in coordination with the recommended Park Renewal Strategy Medium-to-longer term and ongoing: repair and maintenance of two existing outdoor pools
Other Considerations	<ul style="list-style-type: none">• Future pool design should consider tank shape and purpose / use, accessibility, programming, comfort and safety• Continue to review options for installation of the 2021 Canada Summer Games legacy pool



Splash Pads

Splash pads are highly sought-after amenities for young families as they provide affordable and accessible opportunities to seek relief from summer heat and humidity. They are often considered walk-to amenities located within residential areas. To promote accessibility, a typical service radius in a town of Lincoln's size is 2.0 km within larger urban residential areas.

Splash pads can be integrated into most park systems, do not require staffing and have a longer operating season (including shoulder months of May/June and September) than outdoor pools. From a financial perspective, splash pads require a smaller upfront capital investment and have lower ongoing operating and maintenance costs than outdoor pools.

Review of the Town of Lincoln's splash pad provision and distribution finds that minor geographic gaps exist in Central Beamsville and Vineland. Growth-related needs for splash pad facilities are anticipated for Vineland / Prudhommes Landing in the medium-to-longer term, where the development of a splash pad at Prudhommes Central Park is recommended.

Figure 20 Splash Pad at Hilary Bald Park



Splash Pads Summary Table

Our Supply	2 splash pads exist; one at each of Jordan Lions Park and Hilary Bald Park 1 splash pad at Angelina Prokich Park (under construction)
Provision Target	Within a walkable distance (~2.0 km) within larger urban residential areas
Current Needs (2019)	Minor gaps exist in Central Beamsville and Vineland, but insufficient to support a splash pad
Future Needs (2041)	Growth-related needs are anticipated in Prudhommes
Provision Strategies	Short-term: proceed with design and installation of splash pad at Angelina Prokich Park Medium-term: develop a splash pad in the Vineland / Prudhommes area
Other Considerations	<ul style="list-style-type: none"> Consider unique designs to provide variety throughout Lincoln



4.2.6 Waterfront Facilities

Access to the water is important for residents and tourists, a fact that is highlighted by the success of community events held at Charles Daley Park, such as the summer concert series and Canada Day celebrations. Residents and stakeholders alike indicated a desire to increase waterfront access within Lincoln.

The Town of Lincoln provides public beach access at Charles Daley Park through two beachfronts (east and west). In addition to the beachfronts, the park offers complementary facilities including picnic areas, a playground, a boardwalk, washrooms and the Rotary Bandshell.

The Town of Lincoln does not provide any direct programming or facilities for flat-water activities, but does promote Jordan Harbor, which offers a variety of outdoor aquatic experiences.

It is recommended that the Town of Lincoln prioritize trail access and waterfront experiences for visitors and residents. This may be achieved through parkland acquisition (see [Section 5](#)) or enhancing existing facilities. Short-term facility enhancements at Charles Daley Park may include (but are not limited to): boardwalk repairs or expansion; additional programming of the park, specifically the Rotary Bandshell; and installation of additional seating options.

Waterfront Facilities Summary Table

Our Supply	2 beachfronts at 1 location: Charles Daley Park (east and west)
Provision Target	Secure waterfront access when available and feasible
Current Needs (2019)	Community interest was expressed for greater access to Lincoln's waterfront through beaches, trails and local waterways – this will be achieved through Official Plan Policies.
Future Needs (2041)	Prudhommes Park
Provision Strategies	Short-term: undertake “cost-effective” improvements that would enhance accessibility, comfort and programming at Charles Daley Park Medium-term: development of a waterfront park in Prudhommes Longer-term and Ongoing: consideration of future waterfront parkland dedications via Official Plan policies
Other Considerations	<ul style="list-style-type: none">• Policy support for waterfront access and acquisition in Official Plan• An assessment of parks and open space opportunities that offer Access to the Lake Ontario shoreline is recommended in Section 5, with the goal of strengthening public access to the waterfront, enhancing connections and ensuring proper shoreline protection.



4.2.7 Off-Leash Dog Parks

Dog parks are becoming increasingly popular facilities, particularly in urban areas where residents may not have access to private open space for their pets to run freely. Demand for these facilities has grown as pet ownership rates are increasing and communities do not typically allow dogs to be off-leash on public property (as regulated by municipal by-laws).

Dog walking is not only beneficial for pets, the activity provides owners with an opportunity to get outside and socialize; this is particularly true for older adults and seniors who often find pet ownership helps prevent social isolation and encourages outdoor activity. Sidewalks, trails and pathways are commonly used for walking dogs on-leash.

Consultation with the public revealed interest in an off-leash dog park in Lincoln, particularly in Beamsville where some residents are more likely to lack personal access to green space. Common concerns about off-leash dog parks are maintenance, pet control and nuisance to neighbouring properties, therefore potential sites must be selected with care.

In many communities, leash-free parks are created in cooperation with an affiliated organization that is willing to take responsibility for their operation and/or enforcement (e.g., signage, waste removal, large and small pet areas, etc.), with the goal of making them financially self-sustaining. The Town of Lincoln may consider development of an off-leash dog park as a pilot project subject to identifying an appropriate site and recruiting a local organization to manage/steward the project.

Off-Leash Dog Parks Summary Table

Our Supply	Lincoln does not currently provide any off-leash dog parks
Provision Target	No set target; determined through public demand within urban residential areas; requires identification of a suitable site and stewardship group (preferred)
Current Needs (2019)	Focus on evaluation of potential sites and public consultation to establish a pilot park
Future Needs (2041)	Based on future community demand; consider geographic distribution should more than one be installed
Provision Strategies	Short-term: evaluate potential sites for establishment of an off-leash dog park as a pilot project Medium-term: evaluate pilot project and determine course for further action Longer-term: apply recommended provision target to identify needs Ongoing: maintenance, repair and enforcement at off-leash dog park sites; engage in regular communication with stewardship group
Other Considerations	• Refer to list of suggested guidelines in Appendix F



4.2.8 Recreational Trails

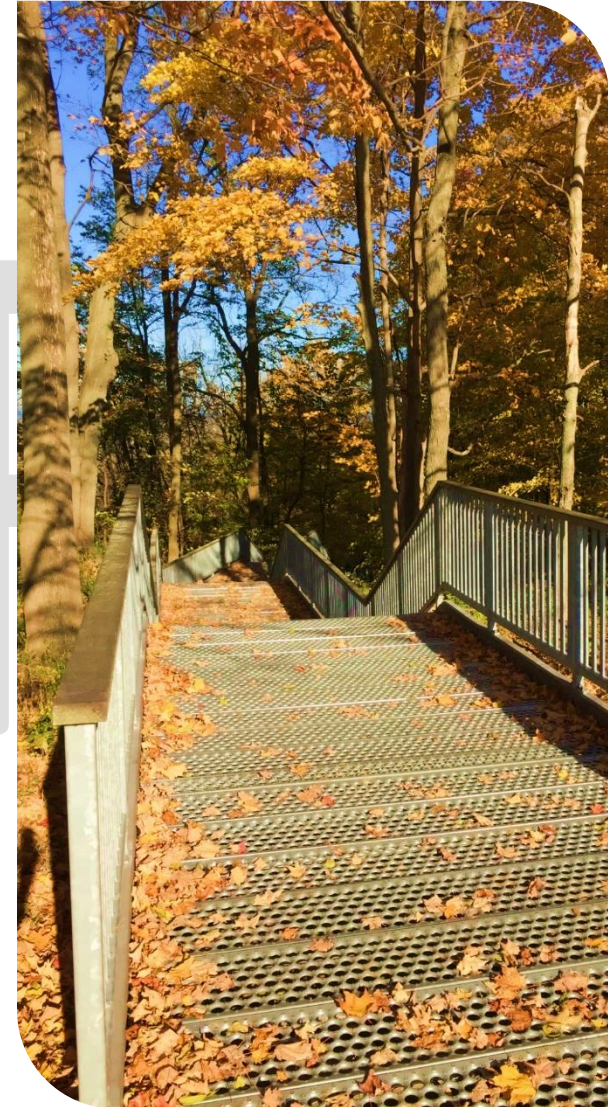
The Master Plan focuses on off-road recreational trails, including those within municipal parks and connecting to other destinations within the Town and beyond. This plan is being completed in coordination with the Transportation Master Plan (TMP), which focuses on active transportation (pedestrian, cycling and trails connectivity). According to the TMP, there are currently 32.3 km of off-road trails within Lincoln, as well as 3.3 km of walking trails. Trails are provided by several different sectors and uses (e.g., walking, cycling, etc.) may vary by location such as: the Bruce Trail; the Great Lakes Waterfront Trail; municipal walking and / or multi-use trails; conservation areas; and privately-owned lands with public access.

Market and trends research consistently indicate that interest and participation in unstructured, self-scheduled activities is rising and that, as a result, trails are in high demand and should be a priority. Trails provide opportunities for physical activity, utilitarian purposes, stress reduction, social interaction, and environmental sustainability and are critical infrastructure for improving public health.

Community consultations and results from the online survey made it clear that available active transportation amenities are in high demand. All forms of engagement yielded suggestions relating to trails, including: the need for additional promotion of trails and walking/cycling routes (including events), additional funding for trail maintenance and improvement (especially through Jordan Hollow), and establishment of new trails. Lincoln's geographical location with natural assets such as Lake Ontario and the Niagara Escarpment provide many spectacular hiking destinations and there was a desire to ensure that these spaces are accessible through trails and well promoted.

Desired connections that were identified through the public engagement program, previous studies (e.g., Official Plan) and recent analysis (e.g., Transportation Master Plan) are listed on the following page.

Figure 21 Walking path in Kinsmen Park



- **Continuous Walking Loop in Beamsville:** there are two existing north-south spines in Beamsville (Konkle Creek Trail and Stradelbauer Ravine Trail in the West and Bartlett Creek Trail in the East). A long-term goal should be to connect both Eastern and Western trails to complete a continuous walking loop in Beamsville using predominantly off-road and sidewalk infrastructure.
- **Prudhommes Waterfront Trail Development:** This presents an opportunity to develop part of the Waterfront Trail as an accessible off-road route that traverses the proposed waterfront park and shoreline throughout the Secondary Plan area. Opportunities to connect to Jordan Harbour (south of the QEW) should be explored.
- **Improvements to Trails in Jordan and Connections with Vineland:** Stakeholders identified a need for improvements to this walking trail (side trail connecting the Bruce Trail and Waterfront Trail) to enhance accessibility and safety. Over the long-term, options for connecting the two communities through off-road routes should be explored and consideration given to natural and cultural heritage destinations.
- **Pathways and Walking Circuits in Parks:** Consideration should be given to establishing looped walking circuits in parks that support passive recreation, such as Destination Parks and Sports Parks. These circuits may also be supported by additional park amenities such as viewing platforms, washrooms, shade, environmental education, benches, bike racks, etc.
- **On-road Connections:** The Town of Lincoln's Transportation Master Plan will identify opportunities to link local destinations, communities and regional municipalities through on-road and shared facilities.

It is recommended that the Town continue to **work in partnership with others to provide a comprehensive trails network**. The Town should further enhance the existing trails network by placing emphasis on connectivity within and between municipal parks and open spaces. Secondary Plans are one tool that can be used to achieve this.

The Town of Lincoln should seek to meet the criteria established through the Bicycle Friendly Community Award Program to create “walkable” and “bike-friendly” communities. This includes development of attractive, safe, convenient and practical **multi-use trails, sidewalks and amenities** that connect neighborhoods to local parks, recreation, culture, and civic facilities and that make walking or cycling viable options for residents.

Signage, wayfinding and branding are key components of a successful trail network. The Town should **prioritize provision of additional signage** that can be used to indicate linkages and destinations throughout the Town. Clear and consistent signage can enable users to confidently travel along trails to their destination and connect to other existing systems.

Supplemental to Official Plan policies, additional considerations to guide the Town in planning, designing and developing its recreational trail and pathway network has been provided in [Appendix E](#).



4.2.9 Pavilions, Gazebos and Picnic Shelters

The Town of Lincoln currently provides 6 pavilions / gazebos / picnic shelters within its parks system. They are distributed throughout the town at the following locations: Beamsville Lions Park, Charles Daley Park, Jordan Lions Park, Hilary Bald Park, Vineland Neighbourhood Park and Allan F. Gretsinger Pool. Some are available for rent, while others allow for casual use and event support.

These spaces are well-used by residents and complement active park amenities such as playgrounds and sports fields. They provide highly-sought after shade and seating and support casual, passive use of parks. As the population ages these will be important facilities because they support the needs of a diverse and multi-generational user group. They are also commonly supported by public health agencies as they provide relief from summer sun and encourage social interaction. Responses from the community consultation program also found high levels of support for these passive comfort amenities.

It is recommended that the Town of Lincoln seek to provide some form of permanent shade structure (e.g., pavilion, gazebo, picnic shelter, shade sails, etc.) within destination parks, sports parks and community parks, at a minimum. These facilities should be strategically located in close proximity to active park spaces such as playgrounds and be easily accessible through pathways and trails.

Figure 22 Pavilion at Beamsville Lions Park



4.3 Indoor Recreation Facilities

The Town of Lincoln provides several indoor community facilities, including the Fleming Centre (arena, multi-use rooms, public library branch), Jordan Lions Arena (arena, multi-use rooms) and smaller facilities such as the Lincoln Community Centre and Bennett Hall.

Lincoln residents also benefit from amenities provided in nearby municipalities (e.g., Grimsby, St. Catharines, etc.), many of which are highly accessible due to their nearby location (including higher cost facilities such as indoor swimming pools). Major multi-use community recreation facilities within the region have been listed in [Appendix E](#).

According to the online survey, 92% of households feel that indoor recreation facilities such as arenas and community spaces are important; however, only 72% of households are satisfied with these facilities in Lincoln. This difference suggests that residents' expectations with respect to indoor recreation facilities are not being met.

The Master Plan's consultation program revealed several suggestions for additional indoor spaces, including:

- adding a multi-use community centre including a gymnasium and / or fitness centre;
- adding an indoor aquatic centre;
- adding an indoor soccer / turf sport complex;
- adding another indoor walking track; and
- enhancing or maximizing existing spaces through programming.

Indoor recreation facilities currently provided by the Town of Lincoln have been analyzed below. Each facility assessment includes a summary table, description of the current state of provision, review of facility usage, needs analysis and summary of recommendations. Usage, analysis, design and recommendation details for each facility type can be found in [Appendix F](#).

Project timelines align with Council terms and are as follows: short-term (2019 - 2022), medium-term (2023 - 2026), longer-term (2027+) and ongoing.

4.3.1 Gymnasiums, Multi-Use Rooms and Community Spaces

The Town of Lincoln offers public access to several multi-purpose spaces, meetings rooms and halls, providing venues for a broad range of opportunities. The co-location of gymnasiums, multi-use rooms and other community spaces has become the norm in the provision of modern recreation facilities. The development of stand-alone or single-purpose spaces is generally discouraged to avoid operational deficiencies and limited



appeal. Multi-purpose spaces can enhance cross-programming opportunities for public and private functions, and achieve economies of scale relating to facility construction, maintenance and management. Across the province, gymnasiums are in demand as they provide flexible space within which a variety of activities can be scheduled.

Public input revealed considerable local interest and support for activities that use flexible indoor spaces such as sports, seniors programming, fitness classes or social gatherings. Although many of the Town's stand-alone facilities are well-used and supported by residents and user groups alike, new single-use properties are not recommended.

In response to demand for multi-use activity spaces and gymnasiums, it is recommended that the Town of Lincoln prepare a feasibility study to assess options and confirm viability of a multi-use recreation facility containing flexible spaces capable of supporting multiple sports and activities (e.g., gymnasium, walking track, meeting rooms / multi-use spaces, etc.). Timing and priority may be influenced by the future planning of the BDSS site and / or capital renewal / replacement of the Jordan Lions Arena, both of which should be considered as options for the provision of a municipal gymnasium and / or multi-use space. To accommodate anticipated population growth in Prudhommes, it is recommended that the Town of Lincoln consider provision of multi-use space in the Prudhommes area.

Gymnasiums, Multi-Use Rooms and Community Spaces Summary Table

Our Supply	Multi-use Spaces: Bennett Hall, Fleming Centre, Fire Halls, Jordan Lions Arena, Lincoln Community Centre, Town Hall, Scout Hut Gymnasiums: Lincoln does not currently provide any municipal facilities; school gyms are accessed by the community
Provision Target	1 municipal gymnasium for entire town
Current Needs (2019)	Community interest was expressed for greater access to gymnasiums beyond what is currently available through schools – provision of one (1) municipal gymnasium is recommended
Future Needs (2041)	To be determined through future study
Provision Strategies	Short-term: prepare a feasibility study to assess options and confirm viability of a multi-use recreation facility, with consideration of providing a municipal gymnasium at either BDSS or Jordan Lions Arena Medium-term: develop one (1) municipal gymnasium Long-term: monitor needs, including demand for multi-use space in Prudhommes Ongoing: continued community access to non-municipal gymnasiums should be maintained or enhanced
Other Considerations	<ul style="list-style-type: none"> Consider enhanced access to non-municipal spaces such as schools and churches to provide gymnasiums, multi-use rooms and community spaces



4.3.2 Arenas

Popularity of hockey in the province appears to have reached a stable level, and is even declining in some municipalities. Many of the reasons commonly cited for the decline include increasing participation fees, significant commitment of time and travel as well as rising costs for necessary equipment. Additionally, many minor hockey organizations have adopted the Long-Term Athlete Development (LTAD) model as outlined by Canadian Sport 4 Life (Lincoln Minor Hockey is a local example). Another factor to consider in hockey and ice-sport participation, is the regional nature of the leagues. Hockey clubs with rep teams are often willing to travel and play in competitive leagues and require additional ice for skills development, camps and off-ice training. Results from the community survey and stakeholder sessions indicate interest in and support for indoor ice facilities in Lincoln.

The dominant user of prime-time ice at both municipal arenas is **minor hockey** – Lincoln Minor Hockey Association (LMHA) uses the Fleming Centre for home ice and the Jordan Lions Minor Hockey Association (JLMHA) is based out of Jordan Lions Arena. A limited amount of prime-time ice is also reserved for public skating at both arenas and some shoulder adult bookings help fill late-night ice. Detailed analysis of ice pad usage, scheduling and registration data from stakeholder and staff consultations are provided in [Appendix F](#).

The use of a youth-based market-driven provision target is the preferred approach to assess arena needs. This approach is able to account for generally accepted standards of play, arena usage patterns, demographic and arena trends, and other key factors. With 885 youth participants, the Town is currently providing a service level of one ice pad per 443 youth registrants. This is near the higher end of the typical range, suggesting that there is a small degree of pent-up demand. Considering the geographic distribution of Lincoln's two single-pad arenas and a primarily minor-sport prime-time user base, a provision target of **one ice pad per 400 youth participants is recommended** for the Town of Lincoln. This is consistent with the standards of play that are in effect for local youth hockey (house league and rep) and figure skating, and is also sufficient to accommodate typical tournament offerings, adult play and municipal programs.

Application of the 1:400 provision standard equates to future demand of 2.6 ice pads, which on-its-own does not justify the provision of a third ice pad, but does indicate growing pressure. Arena needs should be re-evaluated through the next Master Plan Update. In the short to medium-term, the Town of Lincoln should focus on the revitalization and / or redevelopment of Jordan Lions Arena. This arena is aging, has accessibility issues on the site, lacks multi-use space and lacks sufficient change rooms. The Town's 2018 Development Charges Study allocates funding toward an arena redevelopment project; however, the condition and longevity of the current arena should be assessed further prior to deciding on the preferred provision model.



Arenas Summary Table

Our Supply	2 single pad arenas; Fleming Centre and Jordan Lions Arena
Provision Target	1 pad per 400 registered youth skaters
Current Needs (2019)	Focus on revitalization / redevelopment of Jordan Lions Arena
Future Needs (2041)	Replacement of Jordan Lions Arena ice pad
Provision Strategies	Short-term: develop / update an allocation policy to ensure equitable share of available ice Medium-term: monitor ice usage, demand and regional supply of arenas; revitalization and / or redevelopment of Jordan Lions Arena Long-term: assess growth-related needs and facility replacement strategies through the next Master Plan Update Ongoing: encourage usage of arenas year-round including summer events, programs, activities and floor sports
Other Considerations	<ul style="list-style-type: none"> • Monitor usage and demand both locally and regionally • Remain apprised of guidelines as set by governing bodies for ice sports

4.3.3 Indoor Aquatics

The Town of Lincoln does not provide any indoor aquatic facilities, but does offer seasonal outdoor aquatic experiences and residents have access to indoor aquatic facilities in neighbouring municipalities. Feedback from the public indicates strong participation in and support for aquatic activities.

Small to mid-sized communities typically lack the population and tax-base to offset the substantial financial pressures generated by the cost to construct, operate and maintain indoor aquatic centres. Lincoln's population – both now and into the foreseeable future – is insufficient to support an indoor aquatic facility and offset the substantial associated costs (roughly estimated at \$10 million - \$15 million to build with an annual operating shortfall approaching \$500,000). A population threshold of 30,000 residents in a single settlement area is commonly used as a marker for consideration of indoor aquatic facility provision.

Despite resident interest and participation, the provision of an indoor pool in Lincoln is not recommended at this time. The Town should continue to encourage the use of indoor aquatic facilities in adjacent municipalities; if approached, the Town may evaluate proposals for potential public-private partnership opportunities and consider low-risk participation.



Indoor Aquatics Summary Table

Our Supply	Lincoln does not currently provide an indoor aquatics facility
Provision Target	No facilities are recommended
Current Needs (2019)	N/A
Future Needs (2041)	Consider long-term provision once population threshold has been reached
Provision Strategies	Short-term: continue to focus operations on outdoor aquatic provision Medium-to-longer-term: evaluate proposals for potential public-private partnership opportunities should a provider approach and consider low-risk participation Ongoing: continue to encourage use of indoor aquatic facilities in adjacent municipalities
Other Considerations	<ul style="list-style-type: none"> Enclosure of the AFG outdoor pool is not recommended

4.3.4 Other Facilities

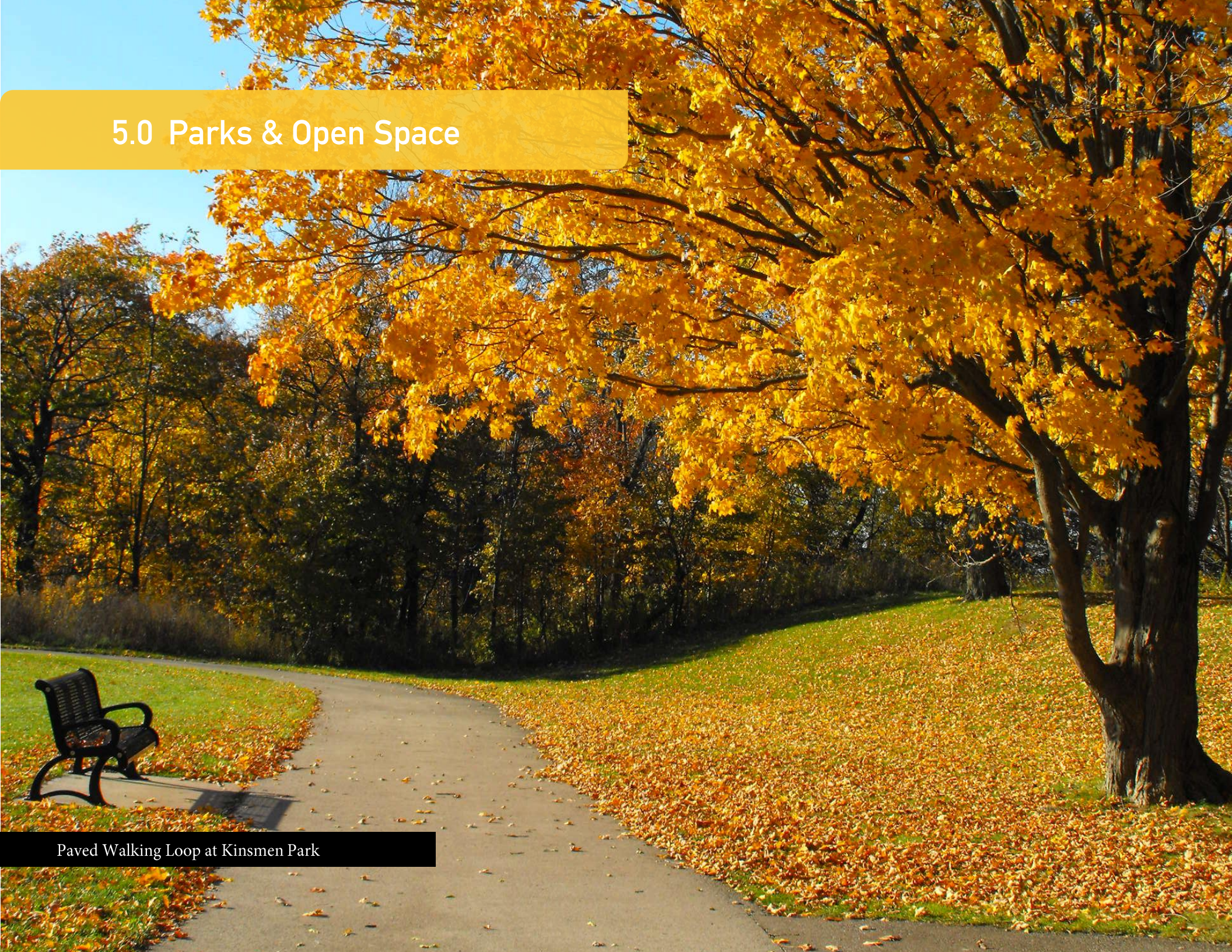
Addressed above are the facility types commonly provided by the Town of Lincoln. However, there may be other recreational facilities that are desired by the community which are not considered to be core services of the Town. Some may be addressed by other sectors, such as lawn bowling and fitness clubs, while other might be emerging facility types.

It is common for municipalities to receive requests for new and/or non-traditional parks and recreation facilities. Often these requests deal with emerging activities or facilities that are not part of the Town's core service mandate. The Town should be prepared to consider these requests on a case-by-case basis and may consider low-risk participation in unsolicited proposals if supported by additional research, appropriate sources of funding and the goals of this Master Plan. This Master Plan may be used as a resource in determining if a proposal serves a clearly identified community need that is not currently adequately addressed.

The Town's response to participate in unsolicited capital proposals will depend on its capacity to participate in such projects, the focus on wide community benefits (versus individual benefits) and the specific aspects of the proposal. If the Town were approached by a community partner for the development of a facility, the organization should provide the following (at minimum) to assist the Town in its evaluation of the proposal: justification of needs and business plan; statement of the organization's capacity; a demonstration of project sustainability; evidence of community benefits; and risk analysis.



5.0 Parks & Open Space



Paved Walking Loop at Kinsmen Park

This section contains a needs assessment and supporting rationale for Parks & Open Space. Recommendations are presented in [Section 8](#). Additional background documentation is contained in [Appendix G](#).

5.1 Parkland Policies and Needs

Public parks are important places for building a sense of community and social belonging. To ensure that the Town keeps pace with land-based demands, this section examines the Town of Lincoln's parks and open space system, along with future requirements and policy considerations.

5.1.1 Parkland Classification

The core element of park planning is the parkland classification system, which encourages a broad range of park types that enables a consistent management approach that can be tailored to community needs. The identification of common elements helps to ensure compatibility with neighbouring land uses, while providing the community, developers and planners with an understanding of what new or redeveloped parks may include. Lincoln's current Official Plan does not contain a formal park hierarchy for the town-wide parks and open space system, although some secondary plan areas use various classifications.

A comprehensive town-wide parkland and open space classification system that reflects the Town's ongoing planning efforts is proposed in the following tables. These guidelines should be used for ongoing planning, confirmation of service levels and budgeting, enabling the Town to direct its financial and operational resources where they are needed most.

Figure 23 Town of Lincoln entry sign at Charles Daley Park



Table 3 Proposed Municipal Parks and Open Space Classification Hierarchy

Classification	General Description / Function / Design	Service Area	Current Provision Level	Provision Target	Target Size
PARKLAND					
Destination Park	Destination Parks are heavily used by large groups of residents and tourists for community events, festivals and passive recreation. They contain pathways, pavilions and/or unique elements (excluding athletic features) that make the park a “destination”. <i>Example: Charles Daley Park</i>	Town-wide and beyond	0.4 hectares per 1,000 population	0.4 hectares per 1,000 population	Variable
Sport Park	Sport Parks contain athletic amenities for organized recreation, such as sports fields, support buildings and community-wide recreation amenities. Many sport parks support tournament or large community events and may be co-located with indoor sport or community facilities. <i>Example: Jordan Lions Park</i>	Community to Town-wide	1.0 hectare per 1,000 population	1.0 hectare per 1,000 population (applied Town-wide)	4.0 hectares or more
Community Park	Community Parks serve one or more neighbourhoods and are designed to a higher standard and support more intensified use than neighbourhood parks. In addition to the uses at neighbourhood parks, these parks may contain a smaller quantity and/or scale of amenities found in Destination and Sport Parks (e.g., splash pad, casual sports field, etc.), as well as off-street parking. <i>Example: Angelina Prokich Park</i>	Community-wide	0.4 hectares per 1,000 population	0.8 hectares per 1,000 population (shared with Neighbourhood Parks)	1.0 to 4.0 hectares
Neighbourhood Park	Neighbourhood Parks primarily support children’s play activities and are often situated within subdivisions to promote walkability. Some may be coordinated with school sites. Neighbourhood Parks contain playgrounds, local-level play features, and/or passive open space intended to serve the immediate area. They are generally smaller and less developed than community parks. <i>Example: St. Volodymyr Park</i>	Localized service area (500-metre radius)	0.2 hectares per 1,000 population	0.8 hectares per 1,000 population (shared with Community Parks)	0.5 to 1.0 hectare



Classification	General Description / Function / Design	Service Area	Current Provision Level	Provision Target	Target Size
Urban Park	Urban Parks are publicly-owned lands that are located in highly visible and accessible locations, typically in gateways or higher density urban areas. They serve to support the Town's social and cultural fabric and create a sense of place, and may contain elements of historic or cultural significance that are of local importance. They are typically characterized by floral gardens, hardscaped areas for events and gatherings, public art, seating areas, related civic uses, etc. <i>Example: None at present</i>	Town-wide	0.0 hectares per 1,000 population	No set target	0.1 to 0.5 hectare
OPEN SPACE					
Natural Area	Natural Areas are municipal open space and natural properties used for conservation and/or passive recreational activities (e.g., walking, nature appreciation, education). These lands will be largely undeveloped and contain open space or natural heritage features such as woodlots, wetlands, conservation habitat, etc. <i>Example: Kinsmen Park</i>	Variable	1.3 hectares per 1,000 population	No set target (opportunity-based)	Variable
Open Space Linkage	Open Space Linkages (such as trails, linear parks or open space parcels) provide connections within the open space system (for habitat) and between local points of interest (for pedestrians and/or cyclists, as noted in the Transportation Master Plan). They consist largely of unimproved open space and/or trail infrastructure. They may be Town-owned or controlled (e.g., easement, agreement, etc.) and may include waterfront access points. <i>Example: Bartlett Creek Trail</i>	Variable	0.2 hectares per 1,000 population	No set target (opportunity-based)	Variable (minimum 7.5-metre width)



Table 4 Suitability of Potential Amenities by Park Type

Facility/Amenity	Parkland					Open Space	
	Destination Parks	Sport Parks	Community Parks	Neighbourhood Parks	Urban Parks	Natural Areas	Open Space Linkages
Recreation Facilities							
Action Sports Park		●	●				
Ball Diamond		●	►				
Basketball / Multi-use Court	●	●	●	●			
Community Garden Plot		►	►	►		►	
Off-Leash Dog Park		►	►			►	
Outdoor Pool		●					
Outdoor Rink	●	●	●				
Pavilion / Shelter	●	●	●	►		●	
Playground	●	●	●	●	►	►	
Recreational Trail	●	●	●	●	►	●	●
Soccer Field		●	►				
Splash Pad	●	●	●				
Tennis / Pickleball Court		●	●				
Park Amenities							
Bike Rack	●	●	●	●	►		
Casual Play Area / Open Space	●		●	●	►	►	
Naturalized Areas	●		●	►		●	►
Parking Lot	●	●	►			►	
Pollinator Gardens	●		●			●	►
Potable Water Source	●	●	●		►		
Seating (fixed or portable)	●	●	●	●	●	●	►
Washrooms	●	●					

● = Permitted; ► = Conditional/Limited

Note: This table identifies potentially suitable uses by park type and is to be used as a guideline only. Site-specific analysis is required to inform park planning and design.



5.1.2 Parkland Supply

Parks and open space provide the land base that supports recreation and sport amenities and enhance Lincoln's overall quality of life. The Town of Lincoln currently provides 26 public parks and open space parcels; park (and facility) mapping is contained in [Section 4](#) and a profile of each park is provided in [Appendix G](#). These properties total approximately **85.27 hectares**, equating to a current provision level of **3.48 hectares per 1,000 residents**. Of this amount, "parks" account for **1.99 ha/1000** and "open space" accounts for **1.49 ha/1000**. In addition, residents also benefit from a number of parks and open spaces provided at schools, conservation areas and private parks (e.g., campgrounds, etc.).

Table 5 Town of Lincoln Parks and Open Space Inventory

Municipal Parks and Open Space	Area (ha)	Community	Proposed Classification
Parks			
Charles Daley Park	9.82	Jordan Station	Destination Park
Beamsville Lions Park	17.64	Beamsville	Sport Park
Jordan Lions Park	6.02	Jordan Station	Sport Park
Ted Roberts Park	0.50	Beamsville	Sport Park
Angelina Prokich Park (undeveloped)	3.63	Beamsville	Community Park
Ashby Drive Park	1.01	Beamsville	Community Park
Hilary Bald Park	3.16	Beamsville	Community Park
Serena Park (undeveloped)	1.48	Beamsville	Community Park
Bomberry Park	0.83	Beamsville	Neighbourhood Park
Elizabeth Street Park	0.18	Beamsville	Neighbourhood Park
Jack Simpson Park	0.34	Beamsville	Neighbourhood Park
Meadowood (Hartwood) Park	0.58	Beamsville	Neighbourhood Park
Rittenhouse Estates Park	0.64	Vineland	Neighbourhood Park
St. Volodymyr Park	0.90	Beamsville	Neighbourhood Park
Town Hall Park	0.25	Beamsville	Neighbourhood Park
Village Park Drive Park	0.23	Vineland	Neighbourhood Park
Vineland Neighbourhood Park	1.33	Vineland	Neighbourhood Park
Black Walnut Park	0.19	Vineland	Neighbourhood Park
Diana Park	0.03	Vineland	Neighbourhood Park
Subtotal Parks	48.76 ha	1.99 ha / 1,000 residents	



Municipal Parks and Open Space	Area (ha)	Community	Proposed Classification
Open Space			
Jordan Hollow Park	0.48	Jordan	Natural Area
Kinsmen Park	30.41	Beamsville	Natural Area
Tamarac Park	0.65	Beamsville	Natural Area
Bartlett Creek Trail	2.80	Beamsville	Open Space Linkage
Victoria Shores Park	2.17	Prudhommes	Open Space Linkage
Subtotal Open Space	36.51 ha	1.49 ha / 1,000 residents	
Total Parks and Open Space	85.27 ha	3.48 ha / 1,000 residents	

Notes: Excluded from this inventory is the land base associated with cemeteries, non-municipal parkland and the following major recreation and cultural facilities: Fleming Memorial Arena (2.95 ha); Jordan Lions Arena (1.19 ha); Lincoln Community Centre & Allan F. Gretsinger Pool (0.86 ha); and Lincoln Museum & Cultural Centre (0.21 ha).

Future parkland at the Prudhommes Landing Development is not captured in this inventory because land has not yet been formally dedicated to the Town of Lincoln. Per capita ratios are based on population of 24,500.

5.1.3 Parkland Needs

Parkland is critical to ensure a high quality of life for Lincoln residents. However, the Town's supply of active parkland (**1.99 hectares per 1,000 residents**) is below that targeted by most comparable urban/rural municipalities, which typically strive to achieve provision rates in the range of 2.2 to 3.0 hectares per 1,000 residents to meet their active recreational needs. Fortunately, this supply is supplemented by a sizable open space inventory (including Kinsmen Park) that meets a degree of local recreational needs.

There have been several changes to Planning Act that have affected parkland dedication in recent times. These changes have the result of reducing the amount of land and/or funding available for parkland dedication and are leading to a decline of parkland provision levels across the province. To maintain or increase this provision level over time, the Town must rely on methods beyond the development process; alternate acquisition methods are discussed in the next section.

The Town's supply of active parkland is below that targeted by most comparable urban/rural municipalities.

Our future parkland needs will outpace what the Town can acquire through the development process. Alternate acquisition strategies will be required.



Community input suggests that the park supply is effective at meeting current needs, but on the brink of requiring expansion to address growing needs. 85% of survey respondents indicated that additional investment in parks and open space should be a high priority for Council (ranking 4th out of 25 choices). Particularly strong support was found through this Master Plan and past planning exercises for parkland acquisition along the Town's waterfront and valleys. While waterfront communities tend to have higher parks and open space supplies as they seek to connect their residents to the shoreline, there is little waterfront parkland in the Town of Lincoln as most settlement areas are inland; this will begin to change as Prudhommes Landing develops.

In assessing future parkland needs, it is important to note that demand is influenced by several factors, such as distribution, non-municipal providers, urban density, local needs, and the types of existing parks and open spaces. A review of parkland distribution finds that the Town's parks system provides good geographic coverage in its urban areas, although some gaps exist based on a 500-metre service area. There is a **parkland shortfall in Vineland/Jordan** and additional parkland acquisition is recommended, recognizing that opportunities will be limited as the area is predominantly established with limited growth potential. As equity and accessibility are key elements of any parks system, it is important that the Town continue to strive to provide parkland in populated areas with park deficits.

Moving forward, it is recommended that parkland and/or open space be secured to achieve the following **objectives**:

- a) meet growth-related needs and ensure accessibility to growing areas;
- b) enhance public access to the waterfront;
- c) protect natural habitat and cultural significance in locations where the Town has a primary responsibility;
- d) establish linear/trail connections vital to creating a comprehensive active transportation network; and/or
- e) expand existing parks where necessary to install additional recreational amenities, based on demonstrated needs and where neighbourhoods have lower income levels.

The Town of Lincoln does not currently have an established target for parkland provision. Given current demand indicators, a **minimum target of 2.2 hectares of parkland (excluding open space lands) per 1,000 residents is recommended**; this is above the current provision rate, but is reasonably achievable over the long-term. Application of this target finds that Lincoln has a current deficit of 5.1 hectares of active parkland, growing to **20.7 hectares by 2041** (for a total of 69.5 hectares).



Figure 24 Seating area in Jordan Hollow Park



Table 6 Current and Projected (2041) Parkland Needs

Current Parkland Supply, excluding open spaces (ha)	48.8 ha
Estimated Population (2019)	24,500 persons
Parkland Per 1,000 (2019)	1.99 ha/1000
Current Parkland Needs (2019) based on 2.2 ha/1000	53.9 ha
Current Parkland Deficit (2019)	5.1 ha
Estimated Population (2041)	31,590 persons
Total Parkland Needs (2041), based on 2.2 ha/1000	69.5 ha
Future Parkland Needs (2041)	20.7 ha

Through the development process, additional parkland will soon be dedicated in **Campden** (approximately 0.75 ha for a neighbourhood park) and **Prudhommes** (approximately 1.92 ha for a destination park, with the potential for additional park spaces). Once available, the long-term (2041) deficit will decline to 18.0 hectares. Opportunities may also be presented through the re-planning of the **Beamsville District Secondary School** site once the school is closed; the Town is exploring opportunities to purchase this property when the school closes in 2021.

To address the remaining needs, new active parkland will be required to serve growing areas and strategic acquisitions or agreements to increase the supply of lakefront property. For **parks**, a focus should be placed on:

- new or expanded sports parks to meet organized recreation and sport needs now and into the future (e.g., BDSS, etc.);
- neighbourhood park development in areas of growth (including resolving a shortfall in Vineland);
- the development of a waterfront destination park in Prudhommes; and
- the creation of urban parks within newly developing and intensifying communities (e.g., Prudhommes), where required.

It is expected that the Town will continue to secure and/or protect select **open space** properties outside of the parkland dedication protocol, with a focus on lands that assist the Town in meeting the following objectives:

- linking and enhancing the active transportation network;
- protecting natural habitat and areas of cultural significance, often in partnership with others; and/or
- improving public access to the waterfront.

Lincoln has several public rights-of-way and easements (road allowances) that terminate at the Lake Ontario shoreline. Most are small, irregularly-shaped parcels consisting of naturalized landscapes, scenic vistas, pathways, unimproved beaches and various shoreline features. These properties are not classified as parks, but may be valued by residents for their waterfront access. As opportunities arise, the Town of Lincoln should assess these and other lake access possibilities for their parks and open space potential. Parks and open space opportunities identified through the planning approvals process should be evaluated using the Town's Official Plan and the tools contained in this Master Plan. In cases where a proposed development is too small to result in a meaningful park parcel or where the immediate area already has suitable and unimpeded access to sufficient parkland, the Town may consider accepting **cash-in-lieu** to put towards future acquisition or development.

Given the demand for additional parkland, the **disposal** of existing park properties (or portions of parks) is not a priority at this time. Over time, the Town may rationalize its parks and open space supply and should do so using a criteria-based approach that considers public accessibility, community input, etc.; a process for assessing surplus parks has been identified in [Appendix G](#). Any revenue generated from the sale of surplus parkland should be kept in reserve and reinvested in priority parks and recreation projects.

5.2 Parkland Acquisition Policies

There are several provincial and municipal regulations, policies and guidelines governing the acquisition and location of parkland. This includes the Town's Official Plan, which sets out policies for parkland dedication and development that are consistent with the Ontario Planning Act, as well as locational characteristics for evaluating potential parklands.

Note: Through **Bill 108** (which is awaiting regulations after receiving Royal Assent in June 2019), the Province is proposing significant changes to the Planning Act. The proposed amendments will combine all growth-related parks, recreation and cultural charges – including development charges, cash-in-lieu for parkland dedication and bonusing provisions (Section 37 of the Planning Act) – into a single community benefits charge. Additional changes are being proposed to the alternate parkland dedication rate.



In addition, the Town shall ensure that municipal parkland is of an **appropriate size and configuration** to effectively utilize municipal resources and facilitate meaningful recreation activities. In cases where a development is too small to result in a meaningful park parcel (notwithstanding developments that may be suitable for smaller urban parks) or where the immediate area already has suitable and unimpeded access to sufficient parkland, then the Town may consider accepting cash-in-lieu. Neighbourhood parks less than 0.5 hectares are usually too small to provide adequate or satisfactory levels of recreation activity. Ensuring that parks are appropriately sized ensures that municipal resources are utilized effectively and efficiently.

“The purpose of the Parks and Open Space designation is to ensure that the residents of the Town have access to a well-planned, connected and accessible system of parkland and open space. The Town promotes an active, healthy lifestyle for residents which include the provisions of parks, trails and recreational facilities that are well distributed and connected.”

- Section 3.6.1, Town of Lincoln Official Plan

The Town may also accept **natural heritage lands, undevelopable lands and stormwater management areas** for the purposes of passive recreation and educational uses, although the Town should not be obligated to accept these lands as part of the required parkland dedication. In certain circumstances and at the Town’s discretion, these lands may receive partial credit for parkland dedication.

If there is a need to supplement parkland supplies beyond the mechanisms permitted by the Official Plan and the Planning Act, there are a number of other **park acquisition strategies** that the Town may pursue, including (but not limited to):

- Municipal land purchase or lease
- Sale or proposed sale of existing parkland (not currently recommended); funds to be used for purchase and / or enhancement of parkland
- Land exchanges or swaps, particularly if development is to occur in natural areas highly valued by the community;
- Off-site conveyance of parkland;
- Establishment of a Parks Foundation (e.g., community, corporate or municipal donations towards parkland acquisition);
- Reallocating surplus municipal lands to park use; and/or
- Partnership/joint provision of lands with local partners.



5.3 Parkland Asset Management and Design

5.3.1 Asset Management

Capital renewal represents a significant portion of the Town of Lincoln's parks budget as infrastructure ages and amenities require repair or replacement. Strategic renewal can be accomplished by dedicating sufficient funding, collaborating with others, developing assessment tools and evidence-based guidelines for investing in aging infrastructure, and adopting strategies that enhance affordable access for all.

More than 70% of the Town's park amenities are in good condition, capable of lasting five or more years without planned repair or replacement. Due to the age of Lincoln's older parks, some amenities are reaching the end of their functional lifespan and a plan is required to ensure their timely replacement and/or revitalization. Pressure for park renewal and redevelopment is also being driven by safety considerations, legislative requirements as well as changes in leisure preferences and socio-demographic composition. Well maintained and renewed parks are more appealing to users, better utilized and aligned with municipal objectives. As costs rise and needs change, it will be important to confirm priorities and capitalize on opportunities for reinvestment in parks infrastructure.

"In the end is it not a question of 'if' but of 'when'. We can make smart repairs now or hold off and make increasingly expensive repairs later. Canada needs to accelerate the rate of infrastructure renewal now."

- Canadian Parks and Recreation Association, 2016

5.3.2 Park Design

Lincoln's parks contain a growing variety of features that are indicative of evolving interests, such as splash pads and butterfly gardens. Maintaining a parks system not only takes time and resources, but also thoughtful design and programming that includes age-friendly and accessible amenities, organized and non-programmed uses, and best practices in beautification, environmental management and stewardship.

To ensure that parks are functional and responsive to current and emerging needs, there are several key design features that the Town should consider as it develops and redevelops parkland. Parks should be perceived by the community as destinations, where residents and visitors can engage in meaningful activities and events. This can be achieved by enhancing parks through **unique designs** that allow for traditional activities to take place yet are flexible in accommodating informal and emerging activities, as is the case with Angelina Prokich Park, the Town's first developer-built park. Great parks have a "wow factor" and are flexible and responsive to user trends and preferences. Greater emphasis will need to be placed on **informal park spaces** that can be used for unstructured activities.



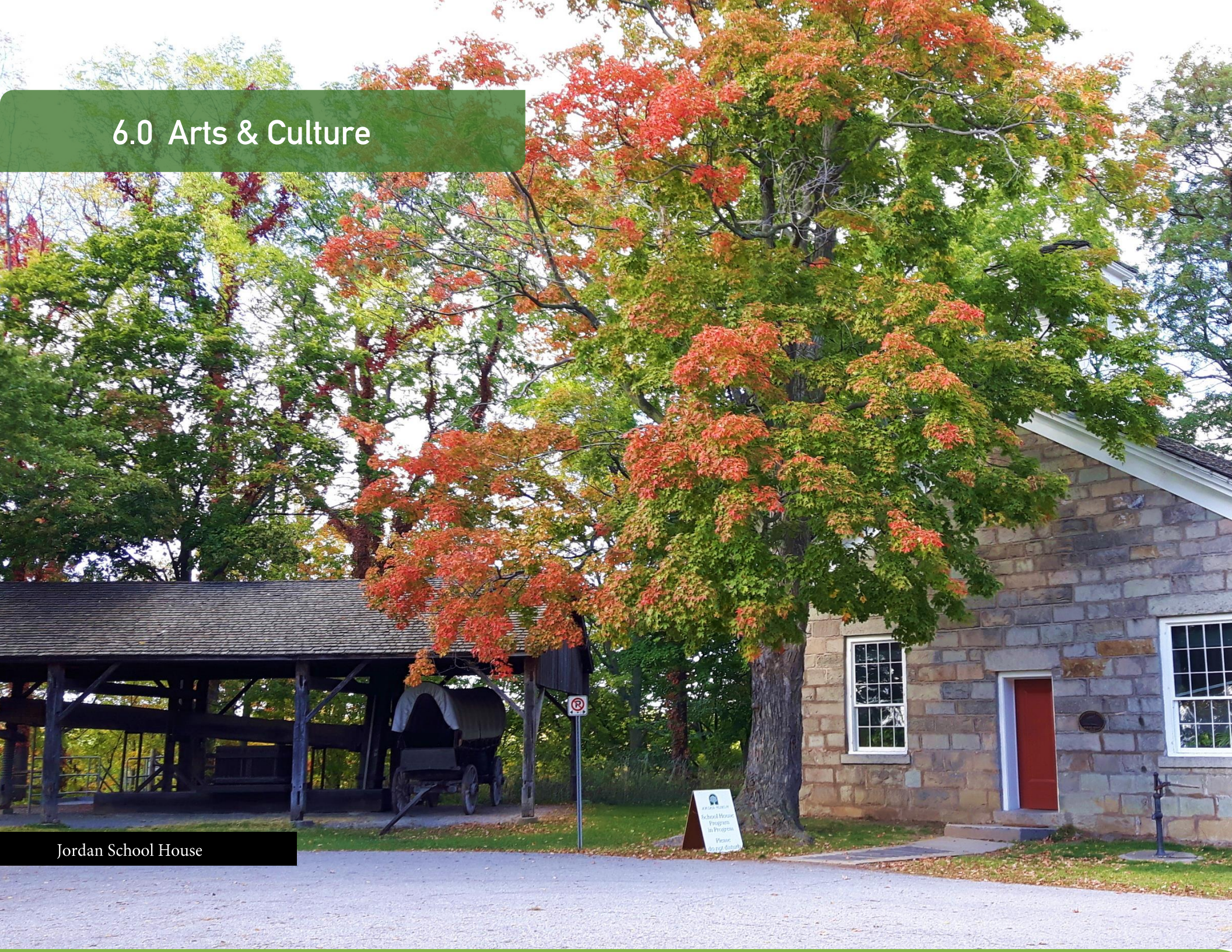
With an aging and diverse population, it is essential that parks – both existing and future – be **inclusive and barrier-free**, as guided by the Accessibility for Ontarians with Disabilities Act and contemporary design guidelines. To ensure that the parks system is able to serve people from all segments of the community, accessible seating, washrooms, shade (structures and trees), bike racks, parking, connections to key destinations and safety must be considered within appropriate park types. Accessibility audits should be incorporated into the Town’s asset management planning to identify a multi-year strategy for addressing barrier-free compliance. Improvements are also recommended to the Town’s **park signage** (wayfinding, regulatory, etc.) and use of **technology in parks** (e.g., Wi-Fi, digital sign boards, etc.).

Municipalities are placing a greater emphasis on the provision of passive park space (e.g., woodlots, prairie grasslands, flower gardens, etc.), often ensuring that portions of new or redeveloped parks remain in a natural state. **Naturalization** typically involves reduced grass cutting, planting of native species and public education to create awareness in the community (e.g., interpretative signage). Lincoln has recently partnered with community organizations to expand similar initiatives into the parks system, including naturalized spaces and butterfly gardens. The Town should continue to seek innovative and engaging initiatives that encourage environmental stewardship, including formal guidelines or policies relative to the planting of native species, naturalization initiatives, and community partnerships and education. In keeping with this theme, a review of **stormwater ponds in parks** is recommended with the goal of removing the fencing when it approaches end of life (with appropriate consideration given to slope and safety concerns, etc.).

Figure 25 Viewing Area in Charles Daley Park



6.0 Arts & Culture



Jordan School House

This section contains a needs assessment and supporting rationale for Arts & Culture. **Recommendations are presented in Section 8.** Additional background documentation is contained in Appendix H.

6.1 Arts, Culture & Heritage in Lincoln

Lincoln is a unique urban-rural town located on the “bench” of the Niagara Escarpment, within the Twenty Valley and along the shores of Lake Ontario. These features define the geographic context of Lincoln, but the people and experiences are what ensure the town will be able to prosper and flourish.

Arts, culture and heritage are the cherished stories and spaces that define us. The unique aspects and experiences of the people and places of Lincoln are to be celebrated and honored. “Culture” is difficult to define in one all-encompassing sentence because it is understood and explained differently by each person who shares it. This is illustrated by the Ontario Culture Strategy: Telling Our Stories, Growing Our Economy² which does not attempt to define the term, but instead portrays culture through a multi-faceted lens and variety of perspectives.

From an arts, heritage and cultural infrastructure perspective, Lincoln is home to more than 26 documented sites / landmarks. Some are municipally-owned, while others are held privately or by another public body. The list below highlights key municipally-owned sites:

- Lincoln Museum and Cultural Centre
- Lincoln Public Library – Fleming Branch*
- Lincoln Public Library – Moses F. Rittenhouse Branch*
- Old Clinton Town Hall

**Lincoln Public Libraries are operated by a Council-appointed Board, in accordance with the Public Libraries Act (1990).*

6.2 Programs & Events

6.2.1 Programs

Traditional forms of cultural and artistic expression such as dance, theatre, art and music remain vital components of programming. Newer forms of expression such as digital media and group participation push the boundaries for programming. Participants are seeking value-added, high-quality and unique cultural opportunities that can fit into busy lifestyles and offer meaningful social experiences.

² Ontario Ministry of Tourism, Culture and Sport, *Ontario Culture Strategy: Telling Our Stories, Growing Our Economy* (2016)



Commitment to expansion and evolution of programming helps to ensure that residents are provided with a variety of engaging and unique arts and cultural opportunities within the town. The Community Services Department has embraced this shift and introduced new programs and events which change seasonally and annually such as paint night, yoga in the museum, tea parties, craft workshops, trivia nights and dinner theatres. The Town of Lincoln should use the practices and tools referenced in [Section 3](#) to formally evaluate, evolve and expand upon **cultural program offerings**.

Both branches of the **Lincoln Public Library** also help to bolster local arts and cultural opportunities and have expanded programs to capture the technology-driven and youth audiences. These programs are important components of the local program inventory as they contribute low-to-no cost activities for residents of all ages. The Town of Lincoln should continue to focus on **communication with programmers** at the local libraries to avoid duplication of services while also seeking opportunities for coordination (e.g., camps, holiday programs, etc.).

An analysis of programming and service delivery is contained in [Section 3 – Service Delivery & Programming](#).

6.2.2 Events

The Town of Lincoln currently hosts approximately five major community events through the year. Some of these are large-scale events such as Lincoln ReRooted, while others are smaller-scale neighbourhood opportunities such as family movie nights at Hilary Bald Park. Although logistically and operationally different, large- and small-scale events serve the same purpose – to bring the community together. The Town of Lincoln should continue to work with others to provide events that offer residents, visitors and local enterprise opportunities to promote their trade, learn more about the community and benefit from social interaction.

Figure 26 Canada Day Celebrations at Charles Daley Park



6.2.3 Community Support

The Community Services Department should continue to work with **local community organizations** and provide capacity-building support to help bolster availability of arts, cultural and heritage offerings. Working closely with community partners to provide a variety of cultural program options and civic spaces for residents allows them to explore and gain an appreciation of their local roots. The Town may also assist community groups with grant applications to help support the financial costs associated with provision of these programs and services. This may require additional training or recruitment to ensure that staff are knowledgeable about emerging interests and opportunities. Further, integrated planning within Community Services and other municipal departments will be critical to ensure success.

The Town of Lincoln should continue to **build relationships with local partners** to support unique cultural programming and event options. For example, the Town of Lincoln may wish to bring in local artists to share their craft through registered programming.

6.3 Facilities & Spaces

6.3.1 Animating Destinations Through Culture

Lincoln is home to a wide variety of heritage sites and cultural landmarks, many of which may not be fully appreciated by residents and visitors if they are not promoted and shared. The Lincoln Museum and Cultural Centre is the municipality's only dedicated cultural facility. Other multi-use facilities are also available to host performances and events, such as the Rotary Bandshell in Charles Daley Park and the stage in the Lincoln Community Centre.

The Town of Lincoln should seek to develop and enhance these and other cherished destinations through promotion and animation. This may be achieved through hosting events, offering registered programs or installing pieces of public art for visitors to enjoy. To encourage residents and visitors to explore Lincoln, the Town should ensure that a **comprehensive inventory of cultural assets** is available online and is additionally promoted through programs and events. This will help interested participants navigate the various sites and locate a destination that piques their cultural interests.

Some local examples of promotion and animation include: Venture Niagara's **Art in the Open** website, which uses geo-tagged map points to highlight local art installations and guide interested visitors to destinations within the region; **Doors Open** which is organized by the Ontario Heritage Trust and encourages local heritage sites to open their doors and share stories of those spaces; and **Culture Days** which is a weekend-long event recognizing how a vibrant arts and cultural sector contribute to a healthy and stable society. The Town of Lincoln should continue to use these tools to promote cultural destinations and heritage sites.



The Town of Lincoln should continue to build upon the award-winning **partnership with the Downtown Bench Beamsville BIA**, which involved the Community Chalkboard and Barrels Bloom initiatives. The success of these initiatives not only improves the public realm, but helps to establish and build upon Lincoln's brand. Extending similar initiatives or partnerships with the Jordan Village Merchants Association, Twenty Valley Tourism Association and others should also be considered.

Beautification and decoration of public spaces helps to instill a sense of civic pride and support community bonding. The Town of Lincoln works to beautify the public realm and animate spaces through year-round seasonal plantings and decorations. To further support these beautification efforts, the Community Services Department should seek to remain apprised of additional funding sources, including the **Whipple Trust Fund Grant** (available to community organizations for the development of a floral program in Beamsville). There may be an opportunity to commemorate the Town of Lincoln's 50th anniversary in 2020 by installing legacy beautification pieces (e.g., gardens, displays and entry features) through a request to Council to draw from the principle (in excess of the current interest-only funding model) of the Whipple Trust Fund to support this initiative.

As the parks system grows, the Town may also consider re-establishing participation in the **Communities in Bloom competition**. The national program provides an opportunity for horticultural enthusiasts to bond over shared interests and create a visually and environmentally attractive way to showcase Lincoln. The Town has won multiple "blooms" in the past as well as recognition for the beautification efforts at Charles Daley Park and was additionally recognized for the "Pollinator Friendly Community Award". It is believed that Communities in Bloom aligns well with Lincoln's position as a destination within Niagara Region and supports existing local efforts such as the recently-planted butterfly garden and naturalized areas in neighbourhood parks.

Another way that the Town of Lincoln may increase use of destination facilities is by broadening the potential user-base. Although the Summer Concert Series and Canada Day Celebrations at Charles Daley Park are very popular and draw residents and visitors to the area, more can be done to encourage use of the **Rotary Bandshell** and promote the scenic waterfront park. Stakeholders and residents alike suggested that this venue could be utilized more frequently to host performances such as traveling theatre companies (i.e., Driftwood Theatre) or provide a venue for local dance studios and musicians to perform.



6.3.2 Enhancing Existing Infrastructure

The Town of Lincoln should focus on optimizing existing infrastructure through additional programs, events, exhibits or rental opportunities. Opportunities to increase use of existing facilities may include offering in-kind space to artists and cultural groups (e.g., quilters guild, music rehearsals, etc.) during non-prime hours.

The redevelopment of the **Lincoln Museum and Cultural Centre** provides an excellent opportunity to promote and support arts and culture in the town. To further promote arts and cultural programming to residents of all ages, it is recommended that the new site include a dedicated children's gallery to expose local youth to arts, culture and heritage in their hometown. To support growing public interest in lineage and ancestry, the Town may continue to explore **Google Arts and Culture**, which enables museums to share collections digitally and expand their reach beyond the immediate community and engage with a wider audience.

An excellent opportunity to share the stories of Lincoln's past is through promotion and display of the **Friends of Lincoln's History** archives, currently stored at the Vineland Research and Innovation Centre. It may benefit the public to have these files digitized and made available on an open access web portal, as well as displayed at a more accessible site. The Town should work with key stakeholders to explore options in this regard.

The current **(interim) museum site** poses a few options for future development of community space. Once the Lincoln Museum and Cultural Centre development in Jordan is complete, the Town should evaluate future uses for the Beam Street site. Potential uses to consider include:

- a. **Disposal of the site.**
- b. **Tourism Centre:** refer to Town of Lincoln Tourism Strategy and Action Plan.
- c. **Community Hub:** to be used by the Community Services Department for programming or rented by the public for meetings and events.
- d. **Local History Hub:** this site may house local archives (currently maintained by the Friends of Lincoln's History), provide a space for digitizing hard-copy recordings and enable residents to participate in heritage research.
- e. **Alternative Program Space:** to be used by the Community Services Department and / or community groups.

Figure 27 Beam Street Facility



6.3.3 Drawing Visitors into Existing Locations

The Community Services Department works in unison with the Planning and Economic Development Committee to promote Lincoln and draw residents and visitors to the Town. As of early 2019, the Town of Lincoln is working to establish a Tourism Strategy and Action Plan, Gateways Design, and Wayfinding Signage and Design Program to help guide the work of staff and to ensure tourism continues to be one of the community's major industries. The Community Services Department should regularly confer with the **Tourism Strategy** (once established) and ensure alignment between municipal efforts with respect to events, culture and heritage.

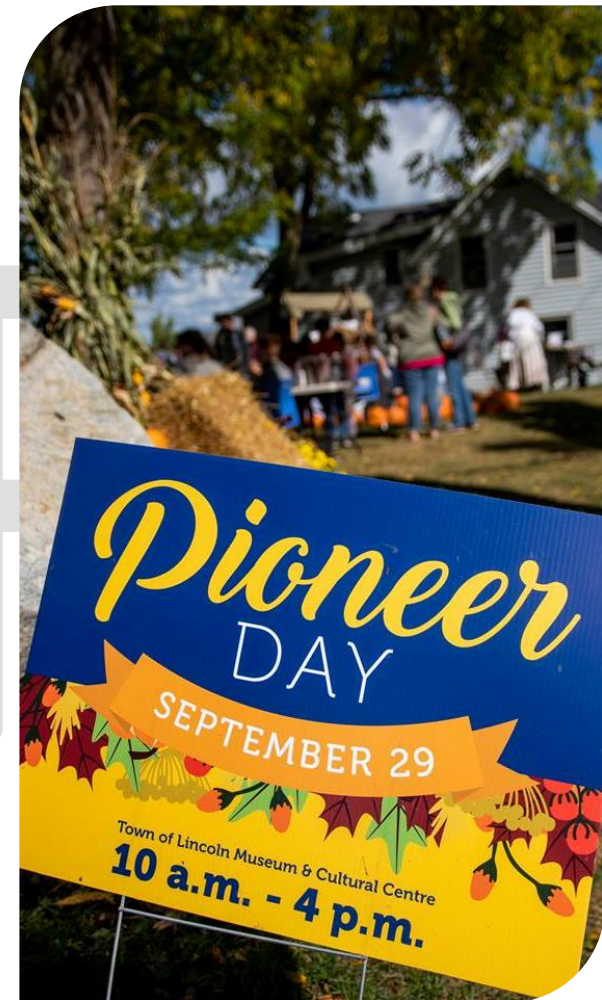
The Town of Lincoln may also benefit from establishment of a **Public Art Policy, Signed Heritage Route and / or Cultural Corridor**. These policies and initiatives help animate public spaces, inventory sites, provide valuable exposure to local artists and create a welcoming atmosphere within the town. The Town may also consider use of digital technologies (e.g., smartphone applications, websites, digital signs, etc.) to support visitation at these sites. A list of considerations for development of these policies can be found in Appendix H.

6.4 Communication, Awareness & Support

6.4.1 Promotion & Collaboration

An important factor to consider in promotion of arts, culture and heritage is the availability of local talent. Lincoln is home to a wide array of skilled artists, historians, vendors and performers seeking to promote themselves and their craft. Whenever possible, the Town of Lincoln should seek to support and foster local arts and entertainment options. One way to achieve this may be through establishment of an **Arts Council or Cultural Roundtable**. This may include a resident-led collection of local arts, culture and heritage enthusiasts. Examples of this within the Region include the City of Welland's Arts and Culture Advisory Committee, the Pelham Culture Advisory Committee or Grimsby's Recreation, Facilities and Culture Committee.

Figure 28 Signage promoting Pioneer Day



It is recommended that Lincoln **collaborate and partner with neighbouring municipalities to support investment in and promotion of local arts and culture**. Examples of this might include cross-promotion of events, coordinating transportation options for region-wide celebrations (e.g., Niagara Ice Wine Festival, artist and musician showcases, festivals and celebrations) or showcasing regional talent at local events. To further strengthen the cultural bond within the region, the Town of Lincoln may consider **collaborating with representatives from West Niagara** on arts, culture and heritage opportunities.

6.4.2 Investing in Creativity

Investments in arts, culture and heritage are support the creative economy. Lincoln's existing base of industries and businesses should continue to be strengthened and encouraged by small business supports such as mentorships, training and other business development opportunities. Cultivating community cultural awareness and knowledge-sharing can help to increase participation in culture and foster creative industry development. The Town should seek to build-upon existing and develop new partnerships to draw **creative workers** to the municipality through expansion of collaborative initiatives and talent recruitment.

A thriving creative industry helps to bring employment, resources and opportunities to the town and should be monitored over time. In the longer-term, the Community Services Department should work with the Planning and Economic Development Committee through the Tourism Strategy and Action Plan to adopt tools to gauge the **economic impact** and influence of culture on Lincoln's social and economic viability

A variety of government, non-profit and private bodies offer funding to support investment in arts, culture and heritage. Although not a guaranteed source of financial support, the Community Services Department has been awarded grants in the past and should continue to seek and apply for **external funding**. Monetary support from these sources enables the Department to contribute valuable resources to expansion and promotion of local arts and cultural opportunities. A sample list of current (2019) funding initiatives through the Provincial Government has been provided in [Appendix H](#).

7.0 Financial Strategy



Jordan Hollow Park

This section serves as a financial strategy for the Master Plan. It contains a forecast and assessment of capital funding available to support the recommended projects over the ten-year implementation period. This includes an analysis of traditional capital funding strategies and sources typically employed by the Town to deliver these projects. Additionally, a range of capital project delivery tools which may be considered to support implementation have also been identified, such as partnerships, alternative financing models and project development strategies. **Recommendations are presented in Section 8.**

7.1 Overview and Methodology

This Master Plan calls for continued capital investment and outlines a series of planning priorities for the provision of new and existing parks and infrastructure for the next ten years. Available capital funding mechanisms are governed by prevailing policies, procedures and protocols. Where there are opportunities to maximize the use of funds in a manner which will result in the greatest positive impact, this section outlines approaches to enhance the effectiveness and application of these funding tools.

Figures used in this funding analysis are based on high level assumptions established by the Consulting Team, with the intention of providing a long-range financial forecast of the Plan's full implementation. The assumptions are present day estimates and the timing, costing and funding of each project are subject to change. As more detailed information is collected through feasibility studies and business plans, staff and Council will be better able to assess financial and service impacts. Decisions on specific projects and funding will be made through the annual capital budget process.

It is noted that Bill 108 received Royal Assent on June 6, 2019. This Bill removes parks and recreation services from being recoverable under the Development Charges Act. Under the amended legislation, these services – along with parkland acquisition and other “soft” services – will become recoverable through a “Community Benefit Charge” under the Planning Act. Regulations for this proposed new charge are not yet available, hence the recommended funding is based on funding sources as of June 2019.

The timing of the projects listed in the Master Plan has recognized a need for phased implementation. Proposed timing is based on the anticipated need for infrastructure, which relies on projected population growth and alignment with associated initiatives, if applicable. Should growth be slowed or accelerated, the timing of implementation may require adjustment.

7.2 Funding Considerations and Options

Historically, the powers which Ontario municipalities have had to raise alternative revenues to taxation to fund capital services have been restrictive. While other provinces may allow certain approaches to funding, others may restrict these approaches. An often-acknowledged document in the municipal realm is a 2006 report provided by the Canadian Council of Provincial/Federal Environment Ministers which provided a detailed overview



of potential funding mechanisms. Some of the methods described therein would be a direct revenue to the municipality (e.g., grants, capital charges to properties) whereas others are cashflow methods (e.g., debt and partnership agreements). An overview of the alternatives provided therein is presented below along with the potential alternatives (highlighted) which are applicable in Ontario.

Figure 29 Potential Funding Mechanisms in Ontario (highlighted)

	Revenue	Cashflow
A Alternatives		
Sponsorships	X	
Innovative Transportation Revenues and Incentives	X	
Government Service Partnerships	X	
Strategic Budget Allocations	X	
Utility Models	X	
B Bank		
Bonds		X
Loans		X
Revolving Loans / Provincial State		X
Trust Funds	X	
Securitization Funds	X	
C P3		
Public Private Partnerships		X
D Public		
Transfer Payments	X	
Grants	X	
Contributions	X	
Taxation / Rates	X	
E User Based		
Special District Financing	X	
Development Charges	X	
Special Levies	X	

Source: Canadian Council of Ministers of the Environment, 2006



Debt Financing

Although it increases the overall cost to the taxpayer, debt issuance is used by municipalities to assist in cash flowing large capital expenditures. The use of debt may be used to loan existing property owners the funds to repay the capital charge over time. This is the primary strategy that the Town of Lincoln employed when it constructed the Fleming Centre.

The Ministry of Municipal Affairs regulates the level of debt incurred by Ontario municipalities through its powers established under the Municipal Act. Ontario Regulation 403/02 provides the current rules respecting municipal debt and financial obligations. Through the rules established under these regulations, a municipality's debt capacity is capped at a level where no more than 25% of the municipality's own purpose revenue may be allotted for servicing the debt (i.e., debt charges). Hence, proper management of capital spending and the level of debt issued annually, must be monitored and evaluated over the longer-term period.

Grant Funding

The Town may seek to obtain grant funding to help fund portions of the capital costs for developing parks, recreation and culture. One funding source is available to the Town is the Gas Tax Fund, which allows for sport and recreation infrastructure.

Other sources of potential grant funding may be attainable through the Green Municipal Fund. Through this fund, a municipality's capital project must include a combination of energy efficient measures that together target net zero energy performance in a new municipal facility (such as recreation centres and arenas). Most of the funding goes to projects in municipally-owned buildings, but a non-municipally owned building may be eligible if it is used mostly for municipal purposes.

As grant funding applications have time limits and changes from time to time, it is suggested that the Town regularly monitor for new initiatives provided by the Federal and Provincial governments. Presently, selected streams within the Investing in Canada Infrastructure Program – a Federally-initiated grant program with contributions from provincial and local interests – are active, with a future funding stream for community, culture and recreation anticipated for later in 2019.

Private/Public Partnership Agreements (P3's)

In 1993, the Province of Ontario passed legislation to amend the Municipal Act to allow municipalities to privatize municipal services (prior to which they needed special legislation). To date, there have been limited attempts at the full privatization of services; however, there are aspects of private initiatives present in many municipalities. Private contracts can range from simple construction contracts to full design / build / operate / finance contracts. Below is a summary of the more common forms of agreements.



Figure 30 Various forms of Public-Private Partnerships

Model	Construction	Operations	Capital Investment or Financing	Ownership at End of Contract Term
Operate - Maintain - Manage (OMM)	N/A	Private	Public	Public
Lease		Private	Public	Public
Lease - Develop - Operate (LDO)		Private	Private	Public
Design - Build - Operate (DBO)	Private	Private	Public	Public
Design - Build - Finance - Transfer (DBFT)	Private	Public	Private	Public
Design - Build - Finance - Maintain (DBFM)	Private	Operate	Private	Public
Design - Build - Finance - Operate (DBFO)	Private	Private	Private	Public
Build - Own - Operate (BOO)	Private	Private	Private	Private
Build - Own - Operate - Transfer (BOOT)	Public	Private	Private	Public

Cost/benefit of the various forms of contracts are dependant upon the service being provided, the form of contract and the alternative methods in structuring the agreement. Generally, the borrowing costs for the private sector are higher than the borrowing costs available to municipalities; however, there can be other aspects of the contract which can reduce other cost components and enhance the competitiveness of the contract. This form of capital financing is assessed in the same way debt financing is considered for debt capacity purposes; hence it does not mitigate the province's maximum limits on incurring long term liabilities.

Development Charges Act, 1997, as Amended

Note: In June 2019, Ontario's Bill 108 received Royal Assent. This Bill will remove parks and recreation services from being recoverable under the Development Charges Act. The potential implications of this and other changes are currently under review, with regulations not yet in force.

Development charges (D.C.s) are fees collected from new development, most often at the time a building permit is issued. The Development Charges Act (D.C.A.) gives authority to municipalities' D.C. By-laws for financing costs resulting from new growth.

Municipalities use these fees to help pay for the cost of infrastructure required to provide municipal services to new development, such as community centres and parks facilities (cultural facilities and land for parks are ineligible). Fees are payable to both the Town and Regional levels of government, and the Boards of Education. Provincial Law limits the types of infrastructure costs development charges can fund. Most municipalities in Ontario



use development charges to ensure that the cost of providing infrastructure to service new development is not borne by existing residents and businesses in the form of higher property taxes.

The Act allows for development to assist in cash flowing major projects in order to relieve the municipality of significant debt burdens. These types of agreements are based upon an agreement between a developer or group of developers. While a municipality cannot mandate an agreement, there may be opportunity for developing landowners to provide certain infrastructure (e.g., parks or parkland amenities) and require a D.C. credit as their development proceeds.

In certain instances, developers have assisted municipalities by also providing added contributions over and above the D.C. amount in order to assist in funding the non-growth share. Bill 73 (Smart Growth for our Communities Act, 2015) has made provisions that this may not be mandated, though it may assist in instances where the projects funding required by the Town is not available at the time the developer wishes to proceed.

Special Levies – Planning Act – Section 42 (Cash-in-lieu) and Section 37/45

Note: These provisions are in the process of being revised through Bill 108.

Section 42 of the Planning Act currently allows a municipality to secure land and/or monies for park purposes from residential (5%) and commercial/industrial (2%) development projects. This mechanism remains in effect under Bill 108. However, Bill 108 removes the ability of the Town to collect cash-in-lieu of parkland under Section 42. This – and the ability to allow increased density and height in a zoning bylaw in exchange for community benefits (Section 37) – are being consolidated within the new Community Benefits Charge. The regulations associated with Bill 108 are expected to clarify the overall magnitude of this impact.

Fundraising

Fundraising is another tool that a municipality can consider when looking at options to fund portions of a capital project. These sources can originate from various groups or predominant users of the capital project (e.g., sports teams for recreation facilities and parks, service clubs, etc.). Fundraising can also be undertaken by the municipality, non-profit organizations or professionals. Events can vary from auctions, fairs, golf tournaments, etc.

Sponsorships and Naming Rights

The private sector can also contribute to funding portions of the capital works through sponsorships and naming rights. This type of funding provides the private sector access to asset branding with parks, recreation facilities, meeting spaces, etc. Sponsorships can be applied to capital expenses, operating expenses or a combination of both. Some recent examples within the Niagara Region include the Meridian Centre (St. Catharines), Meridian Community Centre (Pelham) and Scotiabank Convention Centre (Niagara Falls).



7.3 The Changing Financial Landscape

To assist in identifying key principles for the development and implementation of the Master Plan's financial strategy, several assumptions were identified. These assumptions provide direction about the types of opportunities and constraints that must be considered when budgeting for Master Plan implementation. In the future, it is expected that:

1. Increases in costs to develop, revitalize and maintain parks, recreation and culture facilities will be greater than the rate of inflation because of rising land costs, increasingly complex projects, the general public's heightened quality expectations, legislated building and accessibility standards, etc.
2. The Town will be expected to adhere to fiscally-responsible revenue generation policies and practices, along with the allocation of sufficient capital and operating resources to fund core priorities.
3. The magnitude of investments required to achieve and maintain facilities in acceptable condition will grow in proportion to an expanding volume of assets and the increasingly aged stock of facilities.
4. The range of new types of parks, recreation and culture infrastructure will continue to expand, which will increase the funding requirements to address a growing inventory.
5. The need for sufficient, stable and predictable infrastructure funding streams will be increasingly important to support sound and proactive facility planning.
6. The need for creative infrastructure funding solutions will be greatest in periods of low-growth and where aging facilities need to be revitalized or replaced.
7. Working collaboratively with the community, developers and other partners will be important to successfully keeping pace with escalating needs for more and better parks, recreation and cultural spaces.



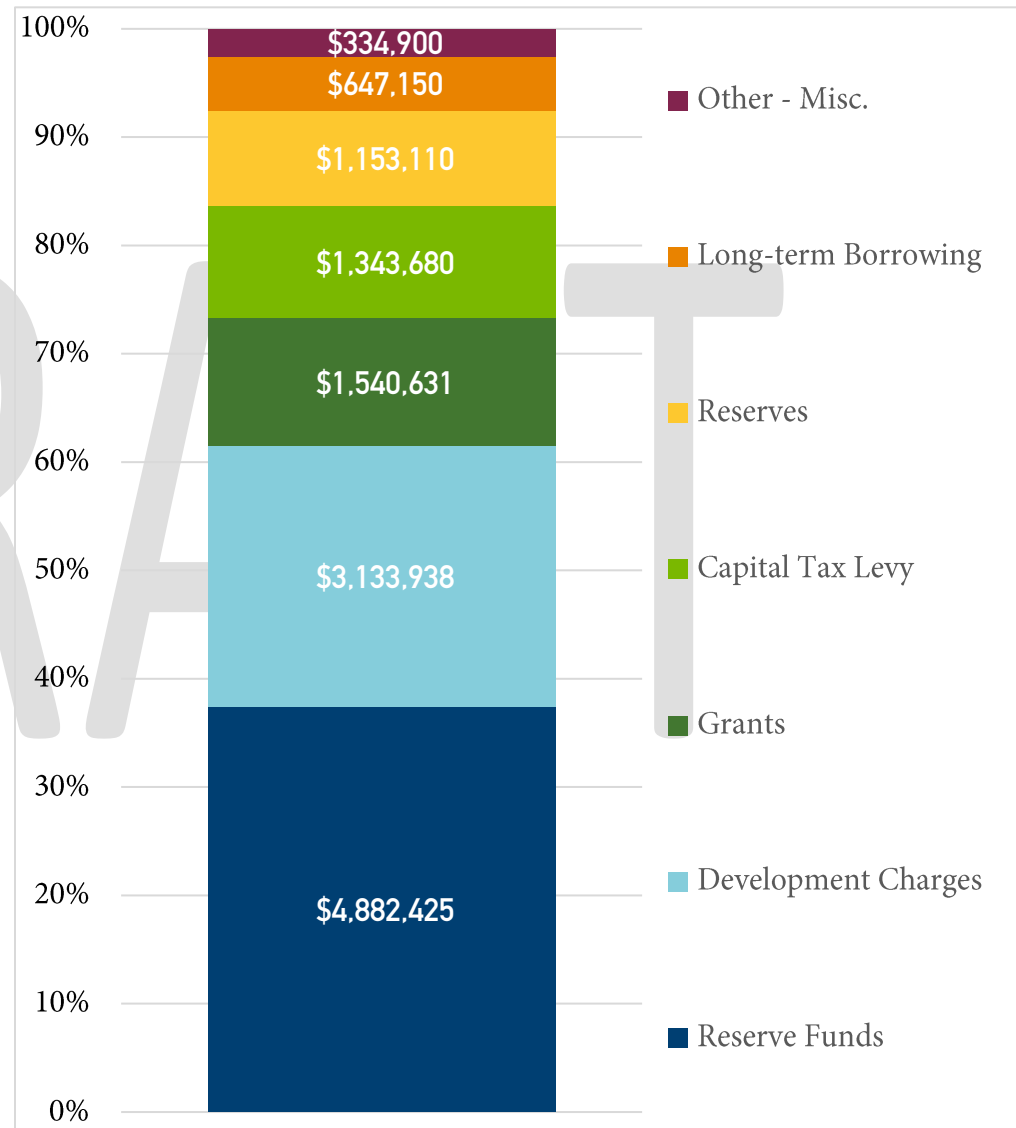
7.4 Town of Lincoln Capital Budget

The following graphic shows the Town's approved capital budget for 2019, outlining the expenditures and expected funding sources for all services:

The Facility and Park capital items are derived from the portion of the above Approved Capital Budget for 2019 and include (in alphabetical order):

- Bennett Hall Facility Repairs;
- Charles Daley Park Driveway Repaving;
- Fleming Centre Scoreboard;
- Jordan Arena Equipment;
- Jordan Arena Roof Restoration;
- Jordan Pool Splash Pad;
- Park Asset Replacements and Repairs;
- Serena Park Development - Phase 1; and
- Ted Roberts Park Parking Lot Repaving.

Table 7 Town of Lincoln Approved Capital Budget – Sources of Funding (2019)



Source: Town of Lincoln, 2019 Budget

7.5 Recommended Capital Projects and Costs

Note: The potential impact of Bill 108 on funding sources and levels is presently unknown. This section focuses on funding tools that are presently in effect.

This Master Plan recommends new and enhanced parks, recreation and cultural facilities over a 10-year period with a longer-term outlook to 2041. Capital cost estimates have been prepared from a blend of order of magnitude cost estimates applied against the facility needs identified in previous sections of this Master Plan, as well as figures included in the Town's 2018 Development Charges Study.

Funding for D.C. eligible projects would be recovered from D.C.s to the extent allowed, while the non-growth-related costs would need to be funded through other sources (e.g., taxation, debentures, grants, etc.).

With respect to the new projects identified through the Master Plan process (that have not been identified in the 2018 D.C. study) that are deemed growth-related, it may be possible to undertake a D.C. update to include those projects. However, D.C. funding may be delayed due to historical service standard limitations. As facilities and parks become developed and assumed by the Town, the service standard ceilings will increase incrementally over time, which would result in a higher D.C. recovery for future D.C. by-laws. The non-growth portion of these projects would have to be funded from other sources as mentioned above.



Table 8 Capital Costs for Parks and Recreation Projects Identified in the Town of Lincoln 2018 Development Charges Study

Project	Notes / Assumptions	D.C. Timing	D.C. Gross Cost	Benefit to Existing	Statutory 10% Deduction ¹	D.C. In-Period Amounts ²	D.C. Post-Period Amounts
PROJECTS IDENTIFIED IN 2018 DC STUDY							
Indoor Recreation							
Jordan Multi-Purpose Space	renewal/expansion or rebuild of Jordan Lions Arena	2019-2023	\$ 17,500,000	\$ 8,750,000	\$ 0	\$ 0	\$ 8,750,000
Prudhommes Municipal Facility	leased space	2023	\$ 604,600	\$ 0	\$ 0	\$ 0	\$ 604,600
Parkland							
Bartlett Creek Multi-use Trail	trail extension/enhancement	2018-2020	\$ 550,800	\$ 54,000	\$ 49,680	\$ 447,120	\$ 0
Provision for Additional Equipment	various locations	2018-2025	\$ 750,000	\$ 0	\$ 75,000	\$ 675,000	\$ 0
Angelina Prokich Park*	new park development	2019	\$ 1,254,600	\$ 0	\$ 125,460	\$ 1,129,140	\$ 0
Serena Park*	new park development	2019-2021	\$ 3,060,000	\$ 0	\$ 306,000	\$ 2,754,000	\$ 0
Skateboard Park*	planned for Serena Park	2019	\$ 765,000	\$ 0	\$ 0	\$ 0	\$ 765,000
Ashby Park*	park enhancements	2019-2020	\$ 500,000	\$ 125,000	\$ 25,000	\$ 225,000	\$ 125,000
Beamsville Lions Park	park enhancements	2019-2023	\$ 1,326,000	\$ 994,500	\$ 0	\$ 0	\$ 331,500
Park Naturalization Projects	various locations	2019-2024	\$ 122,400	\$ 91,800	\$ 0	\$ 0	\$ 30,600
Konkle Creek Multi-use Trail	trail extension/enhancement	2020-2021	\$ 153,000	\$ 37,500	\$ 11,550	\$ 103,950	\$ 0
Meadowood Park	park enhancements	2020-2021	\$ 500,000	\$ 125,000	\$ 25,000	\$ 225,000	\$ 125,000
Prudhommes Park	new park development	2021-2022	\$ 2,550,000	\$ 0	\$ 0	\$ 0	\$ 2,550,000
St. Volodymyr Park	park enhancements	2021-2022	\$ 510,000	\$ 127,500	\$ 24,735	\$ 222,615	\$ 135,150
Hilary Bald Park	park enhancements	2023	\$ 1,020,000	\$ 765,000	\$ 0	\$ 0	\$ 225,000
Charles Daley Park	park enhancements	2024	\$ 2,500,000	\$ 1,675,000	\$ 60,750	\$ 546,750	\$ 217,500
SUBTOTAL – PROJECTS IDENTIFIED IN 2018 DC STUDY			\$ 33,666,400	\$ 12,745,300	\$ 703,175	\$ 6,328,575	\$ 13,889,350

* project is in progress; costs may be adjusted as a result of design and implementation.

¹ Statutory 10% deduction is only applied to D.C. In-Period amounts.

² In-period refers to the D.C. eligible costs that can be recovered during the current D.C. by-law.

Costs exclude: new office space identified in DC Study and municipal debentures (Fleming Centre).



Table 9 Estimated Capital Costs for New Projects Identified in the Parks, Recreation and Culture Master Plan

Project	Notes / Assumptions	Timing	Total
NEW PROJECTS IDENTIFIED IN 2019 PRC MASTER PLAN			
Indoor Recreation			
Beam Street Interim Museum Project	includes Business Plan only - future expenses tbd	2019-2022	\$ 40,000
Municipal Gymnasium Project	site tbd (BDSS or Jordan Lions); includes 12,000sf (including double gym and multi-use space, changerooms, washrooms, circulation, mechanicals, storage, etc.) @ \$300/sf (\$3.6M), site development (\$0.25M) and 30% soft costs/contingency	2023-2026	\$ 5,000,000
Master Plan Update	general consulting cost	2027+	\$ 100,000
Parkland			
Jordan Outdoor Pool & Support Building	includes removal of existing pool, new pool tank/ deck/ mechanicals (assumed to be conventional construction, \$1.6M), bathhouse renewal (\$0.3M) and 30% soft costs/contingency	2019-2022	\$ 2,470,000
Jordan Lions Park Redevelopment	includes Park Master Plan (\$40k), fencing/lighting/field upgrades to all diamonds (\$0.8M), parking lot paving (\$0.25M), support building renewal (\$0.4M) and 35% soft costs/contingency	2019-2022	\$ 1,997,500
Parkland Acquisition Fund	estimate 20ha to accommodate 10-year sports field needs - estimate 50% tax-funded @ \$100,000/ha	2019-2026	\$ 1,000,000
Future Parkland & Sports Field Development	various features (e.g., sports fields, sport courts, off-leash dog park, etc.) at sites to be determined	2019-2027+	\$ 2,520,000
Campden Park Development	includes a playground (\$75k), sport court (\$60k), site development costs (\$0.25M) and 30% soft costs/contingency	2023-2026	\$ 500,000
SUBTOTAL – NEW PROJECTS IDENTIFIED IN 2019 PRC MASTER PLAN			\$ 13,627,500

Order of magnitude capital cost estimates have a variance of +/-25%; refinement would require investigation and preliminary schematic designs by engineers and/or architects.

Costs include: construction costs (assuming conventional practices), soft costs (professional fees, FFE, testing and inspection, etc.), contingency, allowance for parking and shared site services (assuming typical site development)

Costs exclude: cost of land (unless otherwise noted), repairs for existing parks and facilities (unless otherwise noted) and inflation (all costs are 2018/19 dollars).



The total estimated cost to deliver all recommended new and replacement infrastructure and parkland is **\$47.3 million** (unindexed), much of which is required in the next ten years. This amount does not include typical repairs and lifecycle maintenance, minor capital projects, equipment, inflation and borrowing costs (if applicable). Of this amount, 43% (\$20.2 million) is recoverable through the current D.C. By-law. The remaining 57% (\$27.1 million) will need to be funded from other sources and / or deferred to beyond 2028 (D.C. post-period), depending on growth-related eligibility.

As mentioned earlier, with respect to the new projects identified through the Master Plan process (that have not been identified in the 2018 D.C. Study) that are deemed growth-related, it may be possible to undertake a D.C. update to include those projects. However, D.C. funding may be delayed due to historical service standard limitations.

Table 10 Summary of Estimated Capital Costs and Funding Sources for Master Plan Implementation

	ESTIMATED CAPITAL COSTS	POTENTIAL DC FUNDING (In-period and Post-Period)*	FUNDING REQUIRED FROM OTHER SOURCES
DC-ELIGIBLE PROJECTS IDENTIFIED IN 2018 DC STUDY	\$ 33,666,400	\$ 20,217,925	\$ 13,448,475
NEW PROJECTS IDENTIFIED IN 2019 PRC MASTER PLAN	\$ 13,627,500	\$ 0	\$13,627,500
TOTAL	\$ 47,293,900	\$ 20,217,925	\$ 27,075,975

*Potential D.C. Funding from Post-Period projects will require a 10% statutory deduction which needs to be funded from other sources



8.0 Recommendations & Implementation

**Town of Lincoln
Municipal Administration Offices**
4800 South Service Road

TOWN OF
Lincoln

Landscaping at Town Municipal Offices

8.1 Putting the Plan into Action

This section synthesizes the Master Plan's recommendations by summarizing their priorities, timing and key considerations for their implementation. By setting priorities, creating a phased plan for implementation and working with community stakeholders to achieve more, we can ensure that the intent of this Master Plan and its main recommendations are achieved over the next ten years.

In doing so, the Town should regularly review and assess – and periodically revise – the recommendations of the Parks, Recreation and Culture Master Plan. This will ensure that the directions remain reflective of current realities and responsive to the changing community needs. This will require monitoring of activity patterns, conducting annual reviews of the achievements of the Plan, determining which actions have or have not been implemented, tracking satisfaction levels of residents and undertaking a detailed update to the Plan in seven-to-ten years.

Additional tasks are required to enable active implementation of the Plan, including the monitoring of participation levels and regular dialogue with the community. Through these mechanisms – or as a result of other internal or external factors – adjustment of resource allocations and priorities identified in this Plan may be required.

Reviewing the Plan requires a commitment from all staff involved in the delivery of parks, recreation and cultural services, Council and the public. An appropriate time for this is prior to the annual budgeting process. The following steps may be used to conduct an **annual review** of the Master Plan:

- Review of the past year (recommendations implemented, capital projects undertaken, success/failure of new and existing initiatives, changes in participation levels, issues arising from the public and community groups, etc.);
- Issues impacting the coming year (anticipated financial and operational constraints, political pressures, etc.);
- Review of the Plan for direction regarding its recommendations;
- Preparation of a staff report to indicate prioritization of short-term projects and which projects should be implemented in the coming year based upon criteria established by staff (e.g., financial limitations, community input, partnership/funding potential, etc.);
- Communication to staff and Council regarding the status of projects, criteria used to prioritize projects and projects to be implemented in the coming year; and
- Budget requests/revisions as necessary.



8.2 Master Plan Recommendations

The timing of the projects proposed in this Master Plan recognizes the need for phased implementation and/or outside funding sources as some actions are based upon what is needed and not necessarily what is financially achievable by the Town at the present time. As part of the annual budget process, this Plan will be reviewed to identify areas where the availability of resources may affect the timing of implementation. Analysis of implementation options and budget implications should be undertaken prior to approving major projects.

The actions identified in this Master Plan are not intended to be a definitive list, as additional capital repairs, operating expenditures and other initiatives outside the scope of this Plan may be identified and prioritized on a case-specific basis. By approving this Plan, the Town is not bound to implementing every action or providing facilities/services in the order, amount or timing indicated; rather, this Plan provides guidance on community priorities and sets a general course for meeting the needs as they are presently defined.

The Town has limited resources and cannot afford to do everything that the community desires; this is one of the primary reasons for undertaking a Master Plan in the first place. Although the Town of Lincoln may experience challenges in providing the appropriate financial and human resources to achieve the Master Plan's actions, the Town should make every reasonable effort to implement these strategies through appropriate and acceptable means. The full implementation of this Plan will require the use of municipal taxation, development charges, grants, fundraising and/or collaborations with community partners.

Determining priorities is an exercise that should be revisited each year prior to the Town's budget development exercise. **It is expected that the Town will make decisions on individual projects and funding sources annually through the budget process.** In addition to funding availability, factors that might affect priorities year to year may include:

- capital lifecycle and considerations of safety;
- legislation and mandated requirements;
- changes to service standards;
- public input and community interests;
- emerging trends and changes in participation rates;
- availability of alternate providers; and
- socio-demographic changes and growth forecasts.



Priority is often, but not always, synonymous with timing – the higher the priority, the sooner the action should be implemented. Priority has been determined based on an assessment of need, as identified throughout the planning process and with consideration of public input, trend and demographic analysis, capacity and demand, etc. Generally, municipalities seek to make efficient use of resources through initiatives that have the broadest community benefit and serve the widest range of needs.

Within the tables that follow, the priority and timing of actions are organized into the following categories, along with key considerations for selected recommendations:

Priority

High Priority: Immediate attention is recommended during the proposed timeframe.

Medium Priority: Attention is required when high priority actions have been initiated or completed, or when suitable partners have been identified for funding.

Lower Priority: Attention is required when high and medium priority actions have been initiated/completed.

Timing (generally aligned with Council terms)

Short-term (1-4 years): 2019 to 2022

Medium-term (5 to 8 years): 2023 to 2026

Longer-term (9 years and beyond): 2027 and beyond

Ongoing: Continuous directions that should be implemented throughout the course of the entire planning period

Note: In the following tables, the recommendations and actions are numbered according to the order in which the related content is presented in the body of the Master Plan. They are not listed in priority order.



8.2.1 Implementation Strategy

Table 11 Service Delivery & Programming Recommendations (Section 3)

Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Assessing Existing Programs				
1. Work with community groups to adopt physical activity principles (such as those developed by the World Health Organization) and ensure that physical literacy and health equity are key considerations in local programs. The desired outcome of this is to increase the duration, intensity and frequency of physical activity and outdoor play in Lincoln through programs / camps / sports for all ages, interests and abilities.	High	●	●	●
2. Expand recreation programs and services by: <ul style="list-style-type: none">increasing physical activity and general interest programming for all ages, including family programs;increasing casual and drop-in recreation opportunities;facilitating additional cultural and STEM programming;working closer with the Public Library system;working with the Seniors Club to access facilitators; andengaging third-party service providers where gaps exist.	High	●	●	●
Increasing Participation				
3. To inform program planning, identify the number of residents that are participating in active living opportunities in Lincoln and set participation targets .	Medium	●	●	●
4. Develop an evaluation tool to apply a “health equity in all policies” approach to better understand participation and interest in municipal program offerings.	High	●		
5. Address the actions related to active living in support of the Age-Friendly Community Advisory Committee (e.g., access to public spaces, social participation, inclusion, communication, information and community supports) and work toward achieving recognition as a Youth-Friendly Community and Play Friendly City .	Medium	●		



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Promoting Inclusion & Access				
6. Promote free and low fee activity options to ensure universal access across the community. This includes, but is not limited to, opportunities to enjoy outdoor settings and enhance connections with nature.	High	●	●	●
7. Engage organizations and under-represented populations to better understand the barriers to accessing parks, recreation and cultural services and the actions required to better include them.	High	●	●	●
8. Develop an Access and Inclusion Policy to outline the Departmental role in including under-represented residents in the delivery of parks, recreation and cultural services. Work with Niagara Region and community partners to focus and enhance the Town’s inclusive service delivery efforts.	High	●		
Fostering Community Partnership – Working Better Together				
9. Work with the Niagara Peninsula Conservation Authority to identify areas of common interests and seek partnership opportunities that enhance value to residents and visitors, such as capital initiatives (e.g., tree planting, etc.) and outdoor education and recreation.	Medium	●	●	●
10. Identify and regularly review (at least every five years) the effectiveness of all agreements with schools, service clubs and user groups . Create a standardized approach based on a common set of principles that can be followed for new and renewed agreements.	High	●		●
Building Internal & External Capacity				
11. Develop and / or refine policies for Partnerships, Facility and Sport Field Allocation, Sponsorship and Naming.	Medium	●		
12. Support increased volunteerism through the development of a Volunteer Involvement Program that considers strategies for recruitment, training, supervision, retention and recognition.	Low	●		
13. Evaluate opportunities to enhance efficiencies and effectiveness in service delivery through the application of technology .	Medium	●	●	●
14. Refine and finalize service levels for Recreation / Culture and Parks Services contained in the Master Plan’s supplemental Discussion Papers.	High	●	●	



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Enhancing Communications				
15. Continue to employ a variety of approaches to communicate and share information with residents regarding parks, recreation and cultural opportunities, including an increased focus on online tools (e.g., website, social media), print media (e.g., Play Lincoln Guide), street-level signage, and regular public and stakeholder forums.	High	●	●	●

Table 12 Facilities & Infrastructure Recommendations (Section 4)

Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Sports Parks				
16. Develop a Sports Park Renewal Strategy for Jordan Lions Park . A focus should be on upgrades to sport fields to increase availability and accommodate league play (e.g., fencing, bleachers, lighting and backstops; improvements to umpires’ room and equipment shed; upgrades to Diamond 4). This should be coordinated with the repair / replacement of Jordan Lions Arena and revitalization of the outdoor pool.	High	●		
17. Develop a Sports Park Renewal Strategy for Beamsville Lions Park . A focus should be on installation of a permanent field house, park expansion, addition of lights to Field 2 and measures to mitigate the park’s proximity to the adjacent apiary.	High		●	
Ball Diamonds				
18. Add 0.5 unlit equivalents to current diamond supply . This may be achieved by adding lights to one of Lincoln’s sports parks.	Medium	●		
19. Install 3.0 additional diamonds (ULE) at a future park site (acquisition required) or through the proposed Sports Park Strategies (Jordan Lions Park and Beamsville Lions Park) to address long-term needs.	Medium		●	●



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
20. Continue to regularly consult with stakeholder organizations to monitor local demand for diamonds. This includes review of permitting schedules and league registrations and well as practice time requirements, where applicable. Work with local soccer and ball organizations to monitor usage and registration to ensure facility provision matches demand for soccer fields.	High	●	●	●
Soccer Fields				
21. Install 4.0 (ULE) additional soccer fields at a future park site (acquisition required) or through the proposed Sports Park Strategies (Jordan Lions Park and Beamsville Lions Park) to address long-term needs.	High		●	●
Playgrounds and Outdoor Fitness				
22. Install children's play equipment at: Angelina Prokich Park (as planned), Campden Park, Prudhommes Park and Serena Park; and enhance the existing playground or install new components at Ashby Drive Park. To address geographic distribution gaps, children's play equipment should be installed at future park sites (acquisition required) in Jordan Station and Vineland.	High	●	●	●
23. Continue to replace existing playground equipment according to lifecycle needs. Projects in the short-term include: Beamsville Lions Park, Meadowood Park, Jack Simpson Park, Jordan Lions Park and St. Volodymyr Park.	High	●	●	●
24. Consider installation of outdoor fitness equipment at a well-used, complementary park.	Medium	●		
Sport Courts				
25. Conduct a site-suitability analysis to determine an appropriate location for a dedicated outdoor pickleball facility ; development should consider a multi-court design (up to 4 courts).	Medium	●		
26. Install one additional basketball court to fill the provision gap in central Beamsville; potential sites for new installations are Serena Park or a future park location. Existing courts may be enhanced and replaced where appropriate to meet local demand (e.g., Rittenhouse Estates Park, St. Volodymyr Park, Hilary Bald Park, etc.).	Medium	●		



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Action Sports Parks				
27. As supported in the Action Sports Strategy, develop a skatepark and pumptrack in Serena Park . Once active, monitor usage to determine demand and potential for temporary expansion in Jordan or Vineland.	High	●		
28. Explore installation of a bicycle playground within an existing park as an enhancement.	High	●		
Outdoor Aquatics				
29. Revitalize the Jordan Lions Outdoor Pool . This may be addressed and resolved during the Jordan Lions Park Renewal Strategy and / or acquisition of the 2021 Canada Summer Games legacy pool .	High	●		
30. Install a splash pad in Vineland / Prudhommes area to address a geographic distribution gap.	Medium		●	
Waterfront Recreation				
31. Develop a waterfront park in Prudhommes to increase availability of public waterfront access. Park design should incorporate both active (e.g., splash pad, children’s play equipment, multi-use court) and passive (e.g., shoreline plaza, public art installations, areas for social interaction) recreation spaces.	High		●	
32. Undertake “ cost-effective ” improvements that would enhance accessibility, comfort and programming at Charles Daley Park .	Medium	●	●	
Off-Leash Dog Parks				
33. Evaluate potential sites in the Beamsville area to support an off-leash dog park as a pilot project . Consider design guidelines identified in <u>Appendix F</u> . Evaluate the park over a course of two to three years before confirming whether or not to make the off-leash dog park permanent.	High	●		



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Recreational Trails				
34. Assign high priority to the continued development of a linked recreational trails system (with connections and loops) through secondary plans, the development process, landowner agreements and purchase of lands as they become available. Priorities include: (a) Continuous walking loop in Beamsville; (b) Prudhommes Waterfront Trail Development; (c) Improvements to Trails in Jordan and Connections with Vineland; (d) Pathways and Walking Circuits in Parks; and (e) On-road Connections.	High	●	●	●
35. Address the criteria established through the Bicycle Friendly Community Award Program to create “walkable” and “bike-friendly” communities. This includes development of attractive, safe, convenient and practical multi-use trails, sidewalks and amenities that connect neighborhoods to local parks, recreation, culture and civic facilities and that make walking or cycling viable options for residents.	Medium	●		
36. Foster community partnerships to enhance the long-term stewardship and animation (e.g., programming, events, educational initiatives, etc.) of trails.	Medium	●	●	●
37. Work with tourism agencies, the Region and other partners to local businesses to develop and distribute updated mapping and promotional material on trail and active transportation routes in the Town.	Medium	●		
Pavilions, Gazebos and Picnic Shelters				
38. Provide permanent shade structures within new and redeveloped destination parks, sports parks and community parks, at a minimum.	High	●	●	●
Gymnasiums, Multi-Use Rooms and Community Space				
39. Assess options and confirm the viability of developing a municipal gymnasium at either the BDSS site or Jordan Lions Arena.	High	●		
40. Seek opportunities to provide a multi-use space in the Prudhommes area .	Medium		●	
Arenas				
41. Revitalize / redevelop the Jordan Lions Arena to address its service life and expand multi-use activity space.	High	●	●	



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Indoor Aquatics				
42. Municipal provision of an indoor aquatic centre is not recommended. The Town of Lincoln may evaluate low-risk participation in a third-party partnership if approached.	Low	●	●	●
Other Facilities				
43. On a case-by-case basis, evaluate unsolicited requests for facilities that are not part of the Town’s core mandate. Proponent-led business plans should be developed to determine demand, alignment with the Master Plan goals, the net benefit to the Town of Lincoln, and the degree of municipal involvement (if any).	Low	●	●	●

Figure 31 Entry sign at Jordan Lions Club Sports Park



The following table contains a summary of the new and enhanced recreation and park facilities recommended in this Master Plan. It is intended to supplement the more detailed set of recommendations found in [Section 8](#) and to assist the Town in responding to demonstrated facility needs.

Table 13 Summary of Recommended Facilities and Infrastructure

Facility Type	Municipal Supply (2019)	Provision Target	Recommended Facilities		
			Short-term (2019-2022)	Medium-term (2023-2026)	Long-term (2027+)
Outdoor Facilities					
Ball Diamonds	8 diamonds (13 ULE)	1 ULE*: 90 players	Upgrades to Diamond #4 at Jordan Lions Park + 0.5 ULE	+ 3.0 ULE	
Soccer Fields	13 fields (13.5 ULE)	1 ULE*: 70 players	Add lights to field #2 at Beamsville Lions Park	+ 4.0 ULE	
Playgrounds	13 locations	Within 500 m of residential areas	Installations at: Angelina Prokich Park (under construction), Ashby Drive Park, Campden Park, Prudhommes Central Park, Serena Park	Replacement at: Beamsville Lions Park, Meadowood Park, Jack Simpson Park, Jordan Lions Park, St. Volodymyr Park	Growth-related (as required)
Outdoor Fitness	none	Based on interest, demand and suitable location		Consider installation at park location (site TBD)	
Tennis and Pickleball Courts	2 planned	1:5,000 residents	Tennis: Proceed with installation of 2 courts at Angelina Prokich Pickleball: develop complex of up to 4 courts (site TBD)	Reassess court needs based on evolving demand factors	
Basketball and Multi-Purpose Courts	3 full basketball 2 half basketball 1 full multi-purpose	1:5,000 residents; within 1.0 km of residential areas	Install 1 full court in central Beamsville (site TBD) Repair half (0.5) court at Rittenhouse Estates Park	Repair or replace half court at St. Volodymyr Park	Growth-related (as required)



Facility Type	Municipal Supply (2019)	Provision Target	Recommended Facilities		
			Short-term (2019-2022)	Medium-term (2023-2026)	Long-term (2027+)
Action Sport Parks	1 skateboard park 1 bicycle playground	1 skatepark and 1 pumptrack for entire town	Proceed with planned skatepark and pumptrack at Serena Park Consider installation of a bicycle playground in an existing park	Consider installation of temporary site in Jordan or Vineland	
Outdoor Pools	2 pools	No additional pools recommended	Repair / replacement of Jordan Lions Pool		
Splash Pads	3 splash pads	Within 2.0 km of larger urban residential areas		Consider provision in Vineland / Prudhommes area	
Waterfront Facilities	2 beachfronts	Secure waterfront access when available / feasible	Cost-effective improvements to enhance accessibility, comfort and programming at Charles Daley Park	Develop Prudhommes Central Park	
Off-Leash Dog Parks	none	Based on public demand within urban residential areas	Develop an off-leash dog park as a pilot project (site TBD)		
Indoor Facilities					
Multi-Use Recreation	7 multi-use spaces No gymnasiums	1 municipal gymnasium for entire town	Prepare business plan to assess options and confirm viability	Develop 1 municipal gymnasium at BDSS or Jordan Lions Arena Prudhommes Multi-use Space	
Arenas	2 ice pads	1:400 youth skaters	Proceed with Jordan Lions Park Renewal Strategy and assessment of arena replacement strategy	Revitalize / Redevelop Jordan Lions Arena	Assess growth-related needs
Indoor Aquatics	none	No indoor pools are recommended	Evaluate partnership proposals on a case-by-case basis		

* Unlit Equivalents (ULE) are counted as 1.5 for every lit, full-size soccer field or 2.0 for every lit ball diamond to account for extended periods of play



Table 14 Parks & Open Space Recommendations (Section 5)

Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Parkland Dedication				
44. Use the classification system proposed in this Master Plan to guide the development or redevelopment of parks and open spaces according to park type, size, service level and the amenities that they provide. Amend the parkland classification hierarchy within the Town’s Official Plan through the next review cycle.	High	●	●	●
Parkland Needs				
45. Update the parkland inventory database and mapping annually to assist in the assessment of parkland requirements.	Medium	●	●	●
46. Assess parkland needs based on a minimum Town-wide provision level of 2.2 hectares of active parkland per 1,000 residents ; this service level excludes undevelopable open space lands, which may be conveyed to the Town through voluntary dedication. A focus should be placed on: <ul style="list-style-type: none">new or expanded sports parks to meet organized recreation and sport needs now and into the future (e.g., BDSS, etc.);neighbourhood park development in areas of growth;the development of a waterfront destination park in Prudhommes; andthe creation of urban parks within newly developing and intensifying communities (e.g., Prudhommes), where required.	High	●	●	●
47. Secure additional parkland to serve Vineland/Jordan to enhance walkable access to local-level park amenities, such as play areas, courts, pathways and open space.	Medium	●		
48. Acquire open space lands outside of the parkland dedication process where lands assist the Town in meeting the following objectives: <ul style="list-style-type: none">linking and enhancing the active transportation network;protecting natural habitat and areas of cultural significance, often in partnership with others; and/orimproving public access to the waterfront.	High	●	●	●



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
49. Assess parks and open space opportunities that offer access to the Lake Ontario shoreline , with the goal of strengthening public access to the waterfront, enhancing connections and ensuring proper shoreline protection.	Medium		●	
Parkland Acquisition Policies				
50. Review (at least every three years) the Town's parkland dedication fees for cash-in-lieu to ensure that they reflect market conditions and levels of service. (note: amendments to the Planning Act's parkland dedication policies have recently been enacted through Bill 108)	High	●	●	●
51. In areas where the supply of parkland is adequate and / or the opportunity for land dedication would not result in a suitable park parcel, prioritize the use of cash-in-lieu for parkland improvements to enhance service to growth areas.	High	●	●	●
52. Should the Town accept new parkland through dedication, ensure that the parkland is suitable for its intended use as per Official Plan policies. Avoid developing or accepting Neighbourhood Park parcels of less than 0.5 hectares in size unless the Town has determined that there is a need to fill a gap in parkland and other options are inadequate; Urban Parks may be smaller than 0.5 hectares, but are only appropriate in higher density urban areas or sites of cultural / historic significance. Parkland dedication credit should not typically be given for undevelopable open space lands (e.g., natural heritage lands, stormwater management ponds, etc.).	High	●	●	●
53. In addition to parkland dedication under the Planning Act, employ alternative acquisition tools (e.g., purchase/lease, land exchanges, partnerships, donation, etc.) to enhance future parkland opportunities to serve current and future residents, where appropriate.	High	●	●	●
54. Consider establishment of a Parks foundation to encourage and administer parkland donations (for active parkland) and conservation easements (for open space).	Medium	●		



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
55. Although additional parkland is required to address gaps and growth, the Town may rationalize its parks and open space supply from time to time using a criteria-based approach that considers public accessibility, community input, etc. Any revenue generated from the sale of surplus parkland should be reinvested in priority park projects.	High	●	●	●
Parkland Asset Management				
56. Through the Town's asset management plan and long-term capital plan, regularly (at least every five years) identify and plan for park renewal, redevelopment and barrier-free projects that address aging infrastructure, accessibility requirements and capital improvements.	High	●	●	●
Park Design				
57. Maintain a commitment to universal accessibility and safety within the Town's parks system through compliance with the Accessibility for Ontarians with Disabilities Act (including consultation with the Joint Accessibility Advisory Committee), adherence to Integrated Accessibility Standards, contemporary design guidelines and Crime Prevention Through Environmental Design (CPTED) principles. It is acknowledged that some parks may include areas of natural terrain that are more difficult to access.	High	●	●	●
58. Ensure the provision of age-friendly amenities such as washrooms, shade (e.g., tree planting in new parks, pavilions, etc.), benches/seating areas and bike racks in appropriate park types and along trails.	High	●	●	●
59. Engage stakeholders and the public when designing new and redeveloped parks and trails.	High	●	●	●
60. Establish formal guidelines or policies relative to the planting of native species, naturalization initiatives, and community partnerships and education . As the Town continues to pursue pollinator-friendly plantings and initiatives, it may also wish to seek recognition as a designated "Bee City".	Medium	●		



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
61. Undertake a review of stormwater ponds in Town parks, with the goal of removing perimeter fencing when it approaches end of life in cases where it is deemed safe to do so. Future stormwater ponds should be designed with gentle slopes and vegetative features as alternatives to fencing.	Low		●	
62. Develop park design standards to ensure a consistent and high-quality approach to park design and to ensure that parks are constructed to standards that the Town can maintain.	High	●		
63. Consider permanent installation of Wi-Fi at Destination Parks and Sport Parks to support major events and tournaments.	Medium	●		
64. Undertake a review of signage for parks and trails to ensure consistency with Town branding, design guidelines and regulations.	Medium	●		

Table 15 Arts & Culture Recommendations (Section 6)

Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Programs & Events				
65. Continue to provide events that offer residents, visitors and local enterprise opportunities to promote their trade, learn more about the community and benefit from social interaction.	High	●	●	●
66. Continue to build relationships with local partners and provide capacity-building support to community organizations (in partnership with others in the region where applicable) to bolster availability of unique local arts, culture and heritage offerings.	High	●	●	●
Facilities & Spaces				
67. Update and maintain a comprehensive inventory of cultural assets in Lincoln.	Medium	●		
68. Animate public spaces and destinations through cultural offerings such as pop-up activities, community events, registered programs, guided tours or installation of public art.	High	●	●	●



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
69. Maximize use of and encourage exploration of local sites and landmarks . This includes continued participation in Art in the Open, Doors Open and Culture Days as well as seeking alternative uses for existing facilities.	High	●	●	●
70. Strengthen and expand relationships with local service providers and organizations (e.g., Jordan Village Merchants Association, Twenty Valley Tourism Association, etc.) to support the local creative industry. This may include provision of space, partnered program offerings, or promotion of goods and services.	High	●	●	●
71. Continue to invest in and focus municipal efforts on beautification and decoration of public spaces . This may include year-round seasonal decorations, participation in Communities in Bloom or partnerships with environmental stewardship organizations.	Medium	●	●	●
72. Through Council Resolution, seek to draw funds (in excess of the current interest-only funding model) from the Whipple Trust Fund to support installation and maintenance of legacy beautification projects.	Medium	●		
73. Expand use of the Rotary Bandshell in Charles Daley Park . Potential uses include hosting performances by travelling theatre companies or providing a venue for local dance studios and musicians to perform.	High	●	●	●
74. Develop a children's gallery space in the new Lincoln Museum and Cultural Centre to support youth participation in arts, culture and heritage programming.	Medium	●		
75. Work with the Friends of Lincoln's History to explore the digitization and public display of local archives .	Low	●		
76. Evaluate future uses for the interim museum space (Beam Street). This task should be undertaken once the Lincoln Museum and Cultural Centre development in Jordan is complete. Potential uses to consider include: disposal of the site; Tourism Centre; Community Hub; Local History Hub; and/or Alternative Program Space.	High	●		
77. Regularly confer with the Tourism Strategy and Action Plan , as well as its associated tourism elements to help strengthen the town's tourism offerings, ensure alignment of municipal efforts and avoid duplication between departments.	High	●	●	●



Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
78. Establish a Public Art Policy (including the considerations provided in Appendix H) and commission public art within appropriate park locations to celebrate the area's rich heritage and enhance community identity.	Medium		●	
79. Establish a Heritage Route / Cultural Corridor Initiative in Lincoln to highlight local destinations. Coordinate with the Tourism Strategy and Action Plan to install appropriate wayfinding signage, including consideration of digital technologies.	Low		●	
Communication, Awareness & Support				
80. Establish a community-led Arts Council or Cultural Roundtable . This group would offer guidance and support for community events, provide input on cultural planning, and build connections with local talent, service providers and neighbouring municipalities.	Medium	●		
81. Expand partnerships to draw creative workers to the municipality through growth of collaborative initiatives and talent recruitment.	Medium	●	●	●
82. Work with the Planning and Economic Development Committee through the Tourism Strategy and Action Plan to adopt tools to gauge the economic impact and influence of culture on Lincoln's social and economic viability.	Medium	●	●	●
83. Continue to seek and apply for external funding to support investment in arts, culture and heritage through higher levels of government, private funds, or non-profit and charitable organizations.	High	●	●	●



Table 16 Financial Strategy Recommendations (Section 7)

Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Funding Considerations and Options				
84. Where appropriate and consistent with municipal policies and priorities, consider alternative funding and cost-sharing approaches to achieve capital and operating cost recovery levels, such as (but not limited to) surcharges, fundraising, grants, partnerships, sponsorships, etc.	High	●	●	●
85. Assess impacts on service levels and the operating budget prior to approving major capital projects.	High	●	●	●
86. Use this Master Plan as a resource in developing the Town’s annual and long-term budget documents, Development Charges reports, secondary plans, and related studies.	High	●	●	●

Table 17 Recommendations and Implementation (Section 8)

Recommendations	Priority	Timing		
		2019 - 2022	2023 - 2026	2027+
Putting the Plan into Action				
87. Place the Master Plan on the Town’s website as a resource for the community, Council and staff.	High	●		
88. Develop a system for the regular monitoring, ongoing implementation and reporting on the progress of the Master Plan, such as the collection of participation/registration data and annual reports to Council and/or the community.	High	●		
89. Conduct feasibility studies and business plans (with input from the public) prior to undertaking major capital projects to ensure that projects are aligned with community needs, partnership opportunities and financial capacities.	High	●	●	●
90. Undertake a full update of the Parks, Recreation and Culture Master Plan in seven-to-ten years (2026/29). Timing may be adjusted based on the pace of implementation and changes in the community.	High		●	●



