



SUBJECT: Parks, recreation and cultural assets master plan update
TO: Environment, Infrastructure & Community Services Cttee.
FROM: Capital Works Department

Report Number: ES-01-21

Wards Affected: all

File Numbers: 155-03-16

Date to Committee: January 12, 2021

Date to Council: January 19, 2021

Recommendation:

Receive and file engineering services department report ES-01-21 parks, recreation and cultural assets master plan.

PURPOSE:

Vision to Focus Alignment:

Healthier communities with our commitment to...

1. Ensure citizen wellbeing through walkable and bikeable access to green space
 2. Building more parks associated with development in new growth areas across the City
 3.
 - Building more citizen engagement, community health and culture
 - Complete the parks Master Plan update and implement new actions, while continuing to act on current park initiatives;
 - Increase park and green space city wide
 - Increase length and connectivity of multi-use-trails by 5 km by 2024
 - Aim for a standard that homes are within a 5-minute walk of a park
 - Determine the potential need for new community facilities, including a capacity review of all recreational facilities (fields, arenas and community centers)
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Background and Discussion:

Pertinent Staff Directions

On April 26, 2018 the following staff directions were approved:

Direct the Director of City Building to consider setting a minimum standard (ha/1000 population) and walk distance for the Primary Growth Areas (3 Mobility Hubs and the Downtown) during the Area Specific Plans) and;

Direct the Executive director of Capital Works to consider setting a minimum parkland standard (ha/population) and walk distance for residential neighbourhoods across the city during review of the Parks Master Plan (SD-17-18)

Parks, Recreation and Cultural Assets Master Plan (2009)

[The Parks, Recreation and Cultural Assets Master Plan \(Master Plan\)](#) was approved by Council on December 14, 2009. The Master Plan has served the community by providing a broad policy and strategic framework for the development and delivery of the parks, recreation and cultural facilities and services for a 20-year cycle. Although the Master Plan is at its half-way point, the Vision for the Master plan remains relevant in providing strategic direction and priorities, while guiding decision-making relative to the implementation of the recommendations.

The Master Plan recommendations were intended to address the current and future needs and interests of residents for services that substantially enhance the quality of life and create a vibrant, attractive, environmentally responsible and healthy community in which to live and work.

The City has taken significant strides in implementing the recommendations established in the Master Plan. Notable achievements and initiatives undertaken by the City are highlighted in Appendix A – Accomplishments

Since the approval of the Master plan, Recreation Services have undertaken the development of the Framework for Community Recreation which was approved by Council on February 24, 2020. The framework highlights Recreation Services' Vision, Values, Principles and Goals for the provision of recreation and aligns with the Master Plan.

The Master Plan contains a section on Parks, Open Space & Trails including recommendations for park classifications and parks & open space provisioning levels.

When the Master Plan was approved in 2009, most of the new growth was occurring through greenfield development which resulted in the acquisition of a wide range of parks and open spaces providing for an adequately supplied and well-developed parks and open space system. Given the Provincial Growth Management plan, the City is now required to focus on growth through urban intensification and increased densities in established urban areas. The Master Plan identified that neighborhoods/ planning areas experiencing intensification could be underserved as to parkland and open space resources if new lands are not added with density growth. The Master Plan also identifies the City has several existing policies to enhance and service gaps. These include Official Plan Policies, Park Dedication Policies (and By-law) and sections in the Planning Act and are provided in greater detail in Appendix B The Planning Act- Land Conveyance

The Master Plan also identifies the need to exercise significant effort to ensure all planning, policy and direction setting are effectively integrated in terms of the intent and outcomes of a well distributed park system. As such departments implementing the Master Plan play a major role and responsibility to identify land acquisition and recreation needs. The updated Master Plan needs to evolve to better identify the needs to acquire and develop new parklands in areas of urban intensification to adjust to the Provincial Growth Management Plan and new changes in legislation around park dedication.

Changes in legislation impacted the timelines to deliver the Master Plan update due to uncertainty of regulations and how both bills effected park dedication and the funding of park projects. A summary of the impact of Bill 108, More Homes, More Choices Act, 2019 and subsequent Bill 197, the COVID-19 Economic Recovery Act are provided in Appendix C- Legislative Changes Effecting Park dedication. Council also received and filed report F-47-20, Bill 197 COVID-19 Economic Recovery Act, providing greater detail on the bills impacts to parkland dedication.

The changes brought forward through Bill 197 will allow the City to continue to secure parkland or cash in lieu of parkland at the current alternative rates based on demonstrated need. The Parks Master Plan Update will include an updated section on land provisioning standards to continue to deliver our parkland needs city wide and within areas of urban intensification.

Strategy/process

While the Master Plan has served the City well over the past 10 years, the task at hand is to re-evaluate how our community is growing and changing and identify the new parks, recreation and cultural services and facilities that will be needed to serve our

community for the next 20 years. The Master Plan update will allow for a stronger alignment and integration of other current policies and strategies such as

- the Framework for Community Recreation,
- the Burlington Active Aging Plan,
- the Cultural Action Plan,
- the Asset Management Plan,
- the Accessibility Plan,
- evolving Community and Neighbourhood Development Strategies,
- National and Provincial Frameworks for Sport and Recreation and
- new trends and standards in facility and park development.

Most important, the Master Plan will engage the community in different ways to identify future needs and priorities for parks, recreation and cultural services and facilities. The plan will take into consideration all potential funding sources as well as alternative service delivery approaches.

The Master Plan Update will be undertaken in 2 phases:

Phase 1- Park Provisioning Levels, will focus on re-examining our parkland supply standard and determining the amount and type of new parkland that we will need to accommodate population growth particularly in designated urban intensification zones. In addition, our Park Dedication Policy will be re-examined and recalibrated to ensure that the City is able to secure new parkland that is needed through the development process within the parameters of the new provincial legislation.

Phase 2 – Recreation Facilities Needs Assessment will proceed later in 2021 following the Phase 1 work. This phase will identify new recreation and cultural facility needs (indoor and outdoor facilities), new standards or service levels for facilities and major facility re-development, revitalization and re-purposing initiatives. Staff are sensitive about the timing of this initiative as the pandemic will continue to consume society well into 2021. This phase will involve significant community engagement and staff feel that we will get better participation and clearer and more accurate community perspectives once the worst of the pandemic is behind us. However, staff have initiated background research and data collection and will explore public engagement in the COVID environment.

The following provides a general outline of the work to be undertaken in both phases of the Master Plan update:

Phase 1 - Parkland Provisioning Assessment

The current Master Plan has provided significant parkland through the greenfield development process. One of the most fundamental changes occurring presently is the growth of Burlington's population in our established urban areas which has created a demand for parkland to maintain service levels and the quality of life residents expect.

To update the master plans section on Park Provisioning Levels, work in this phase will be undertaken to substantiate our parkland needs including:

- Review of our current inventory of parkland, open space
- Examine role and function of park types (historical) including new park types (Urban parks) in the city's planned growth areas and recommend service level changes for each park type related to growth areas
- Provide baseline provisioning standards (i.e. walking distance, proposed V2F walking distance, ratio of parkland to residents)
- Identify new parkland needs in relation to growth areas
- Impact of growth on the existing park system
- New parkland needs analysis methodology (types, locations, sizes) relative to growth projections (2040?) if we don't have assigned population from Region show incremental needs
- Recommendations for a privately owned publicly accessible (POPS) strategy and framework
- Recommend design standards for new park types recommended
- Strategy to secure parkland using the alternative rates based on sound justification for land and cash in lieu of land.
- Recommendations for updating the Park Dedication By-law and any implication to Development Charges By-law and CBC strategy.
- Public engagement (school boards, HDLAC)

Key deliverables of the Parkland Needs Assessment will be a background report that covers all areas identified in the Phase 1 work plan and recommended changes to the existing Parkland Provisioning section of the Master Plan for consideration by Council. In addition, recommendations for the Park Dedication By-law update will be provided. The completion of Phase I work will identify the needs to acquire new parklands in areas of urban intensification required by legislation. It is anticipated most of the work in Phase 1 will be completed using staff resources

Phase 2 - Recreation Facilities Needs Assessment

The current Master Plan has been very useful in guiding our facility development plans and investments over the past 10 years. Many significant projects have been completed under the Master Plan including significant investments in cultural assets. The Master Plan provides some high-level considerations for facility development in the second 10 year period (2020-2030) that require more detailed assessments based on more current growth forecasts, participation trends, facility capacity and industry trends and private

sector involvement. The Master Plan Update will re-focus our needs for recreation, sport and cultural facilities (indoor and outdoor) for the next 20 years with more definitive recommendations for the next 10-year period. The study will be completed in 2022. Staff will provide further updates in preparation for the launch of this phase. The following provides a general outline of the work in this phase.

- Demographic profile and population growth forecast
- Assess current inventory of facilities – condition, lifecycle, functionality, usage, capacity
- Review trends in leisure participation, facility development, alternative service delivery, funding opportunities
- Community engagement to identify needs, service gaps
- Strategy development – New facilities, re-build, major renewal, decommission, new standards, partnerships, consolidations, etc.
- Implementation Plan – Funding, priorities and timing

Staff will provide further updates in preparation for the launch of this phase. Consulting services will be required for Phase 2 work.

Project Timing

The following chart provides a high-level process and anticipated timing to complete the phased Master Plan Update:

<p>Research & Background Information</p> <ul style="list-style-type: none"> • Work ongoing, to establish existing park service levels 	ongoing	CW -lead Rec support
<p>Finance Report on Bill 197</p> <ul style="list-style-type: none"> • Changes in legislation from Bill 108 to Bill 197 (Dev. Charges, Park dedication, CBC strategy) 	November 2020	Finance
<p>Master Plan Update Report</p> <ul style="list-style-type: none"> • Committee report <ul style="list-style-type: none"> • Process to update the Master Plan • High level scope of work 	January 2021	CW -lead Rec support
<p>Phase 1 - Parklands Provisioning Assessment</p> <ul style="list-style-type: none"> • public engagement (school board and industry) • Workshop -results of background study and key findings <p>It is anticipated a majority of Phase 1 will be completed by city staff</p>	Ongoing to April 2021 May 2021	CW -lead Rec support Finance support Planning support Legal support

<p>Proposed update to Parkland Provisioning Levels</p> <ul style="list-style-type: none"> • Committee Report <ul style="list-style-type: none"> • Recommended changes to the park provisioning and park classification sections of the Park Master Plan for approval • recommendations for Park Dedication By-law review 	<p>July 2021</p>	<p>CW -lead Rec support Finance support Planning support Legal support</p>
<p>Phase 2- Recreation Facility Needs Assessment</p> <ul style="list-style-type: none"> • background information • Committee Report on final scope of assessment, public engagement plan and work plan • Hire consulting services • Commencement of assessment • Workshop -results of assessment study and key findings, preliminary recommendations • Council Report – <ul style="list-style-type: none"> • Recommended changes to Master Plan for approval 	<p>Ongoing June 2021 July 2021 TBD TBD TBD</p>	<p>Recreation Services – lead CW support RPF support Planning support Finance support Legal support</p>

Relationship

The Master Plan process will be coordinated with other studies identified in Report F-47-20 such as the Development Charges background study, Park Dedication By-law (57-2005) update and development of a Community Benefits Strategy, all required by September 2022.

Financial Matters:

Total Financial Impact

An Implementation Plan will be a component of the updated Master Plan. The financial impacts of the Master Plan will be presented to Council as part of the Master Plan approval.

Source of Funding

Prior approved funding for the Master Plan update is \$141,063 from the Strategic Plan Reserve Fund.

While Phase 1 work will be completed mostly through staff resources there may be a requirement for minor input through consulting services. We anticipate this could be approximately \$20,000 of the available funding.

Recreation Services will report any further requirements for funding of Phase 2 work as the project will now incorporate the indoor recreation facilities needs and cultural facilities needs as part of the Master Plan update.

Climate Implications

The updated Master Plan will include the integration of Ecosystem Services, providing an additional environmental lens to the planning and construction of future park development and park renewal.

Engagement Matters:

Phase One – Park Provisioning Levels - staff will consult with internal stakeholders, the Halton District School Board and the development industry for input and will be reported back to Council

Phase Two - Recreation Facilities Needs Assessment - An Engagement Plan will be reported to Council prior to commencement of this phase of work

Conclusion:

The Master Plan update will be undertaken in two phases to provide updated park provisioning levels that correspond with the pace of development in our growth areas. Phase 1 will update the Park Provisioning Levels in the Master plan by identifying a demonstrated need to acquire and develop new parklands in areas of urban intensification. Phase 2 will provide and updated city-wide needs assessment for recreation, sport and cultural facilities (indoor and outdoor) for the next 20 years.

Respectfully submitted

Robert Peachey

Manager Parks & Open Space

905-335-7600 #7722

Jim Seferiades

Recreation Planner

905-335-7600 # 7785

Appendices:

- A. Accomplishments
- B. The Planning Act- Land Conveyance
- C. Legislative Changes Effecting Park Dedication

Report Approval:

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Council. Final approval is by the City Manager.