



# Park Provisioning Master Plan

Progress Report

April 2022



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# Executive Summary

Burlington's Park Provisioning Master Plan will provide guidelines and recommendations on the acquisition of parkland in the short, medium and long-term. The Park Provisioning Master Plan will provide an assessment of current parkland service levels and a decision making methodology for future parkland acquisition.

This progress report provides a current summary of background context and analysis completed to date. Further analysis and refinement will continue and be incorporated into the final report. This report includes a summary of the legislative context guiding parkland acquisition within the City of Burlington and outlines existing challenges and opportunities such as parcel fragmentation and changing trends that influence parkland dedication and acquisition.

Parkland service level comparisons across 18 different Canadian municipalities have been included in this report. The municipalities provide a cross section of locations across the Greater Toronto Area, Ontario and some in western Canada.

The parkland supply methodology and service level sections outline different methods to calculating parkland service levels and components of a proposed parkland dedication methodology. The proposed methodology focuses on parkland walkability and function to assess the requirement of parkland dedication along with other contextual metrics to consider. By testing different methodology within different contexts, it will be possible to create a unique set of criteria for different geographic areas of Burlington. This report also introduces a functional analysis assessment as a method to help determine parkland dedication as well as potential recreational needs.

A review of Burlington's parks classification system is included along with proposed changes to the parks classification system with consideration given to the anticipated growth and redevelopment of the City. New park classification types are proposed to be more reflective of increased urban growth as forecast to 2041.

Overall, this report provides a preliminary analysis of current service levels for review. Feedback received will be used to refine a parkland acquisition methodology.

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# 1 | Introduction

## 1.1 Project Overview

Parks and open spaces are an important component of community building. As the City of Burlington focuses its future growth to within the urban boundary, providing parkland for a growing population will become increasingly challenging. The impacts of COVID-19 further demonstrated the importance of open space to a community. Improving the City's parks, trails, and open space system is part of the City's strategic direction A Healthy and Greener City in the City's Vision 2040 strategic plan.

Municipalities are required to update their parkland dedication requirements due to legislative changes in 2020 made by the Province. The City of Burlington last completed a strategic review of the City's parks system in 2009 and it resulted in the completion of the Parks, Recreation and Cultural Assets Master Plan. The Burlington Park Provisioning Master Plan (PPMP) is the first phase of work to be completed in advance of a comprehensive review of the Parks, Recreation and Cultural Assets Master Plan. The PPMP is to guide the acquisition and planning of future parks over the next 20-year horizon to 2041.

This progress report of the PPMP summarizes the work completed to date and focuses on the existing parkland service levels.

## 1.2 Report Organization

The progress report is organized into the following sections:

1. Introduction: The introduction provides an overview of the project and the importance of this work.
2. Legislation Overview: This section provides a summary of the governing provincial legislation and existing municipal bylaws relative to parkland dedication.
3. Existing Challenges and Opportunities: The section delves into specific challenges and opportunities in parkland dedication within an existing urban environment.
4. Parkland Provisioning Benchmarking & Best Practices: This section provides a summary of parkland provisioning rates and classifications of other comparable cities.
5. Existing Parkland Supply and Service Levels: This section makes up the bulk of the progress report and provides information related to the current parkland and recreational fields service levels, the parkland supply methodology and a functional analysis of existing parks.
6. Proposed Parks Classification System Updates: This section examines the existing parks classification system, and proposes changes to update the system. The methods of analysis are outlined.
7. Major Transit Station Area (MTSA) Alignment: This section focuses on the existing service levels, challenges and opportunities specific to each of the three MTSA's.
8. Next Steps: This last section outlines the next steps in the completion of the Park Provisioning Master Plan.

## 1.3 Alignment with other City of Burlington Projects

The PPMP is one of many projects that is underway in the City of Burlington with a similar timeframe and related to parks. Some of the projects listed below are responding to similar legislative mandates by the Province. The following related projects are currently ongoing:

- Asset Management Plan
- Climate Resilient Burlington
- Community Benefits Charge Study
- Framework for Community Recreation
- Housing Strategy
- Integrated Mobility Plan
- MTSA ASP Planning Project
- Parkland Dedication Bylaw Update

All listed projects are scheduled to be before Council Committee over the next twelve months. Alignment of the PPMP with these other studies is critical to provide a consistent message to Council as well as industry stakeholders and the public. The risk of misalignment is parkland dedication requirements could be put in jeopardy and judicially challenged preventing the City from achieving its strategic goals and vision.



Burlington Brant Street Pier

# Burlington Parkland

-  City of Burlington Park
-  Conservation Halton Park (Mount Nemo)
-  Lake Ontario
-  Roads
-  Railways



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### Disclaimer

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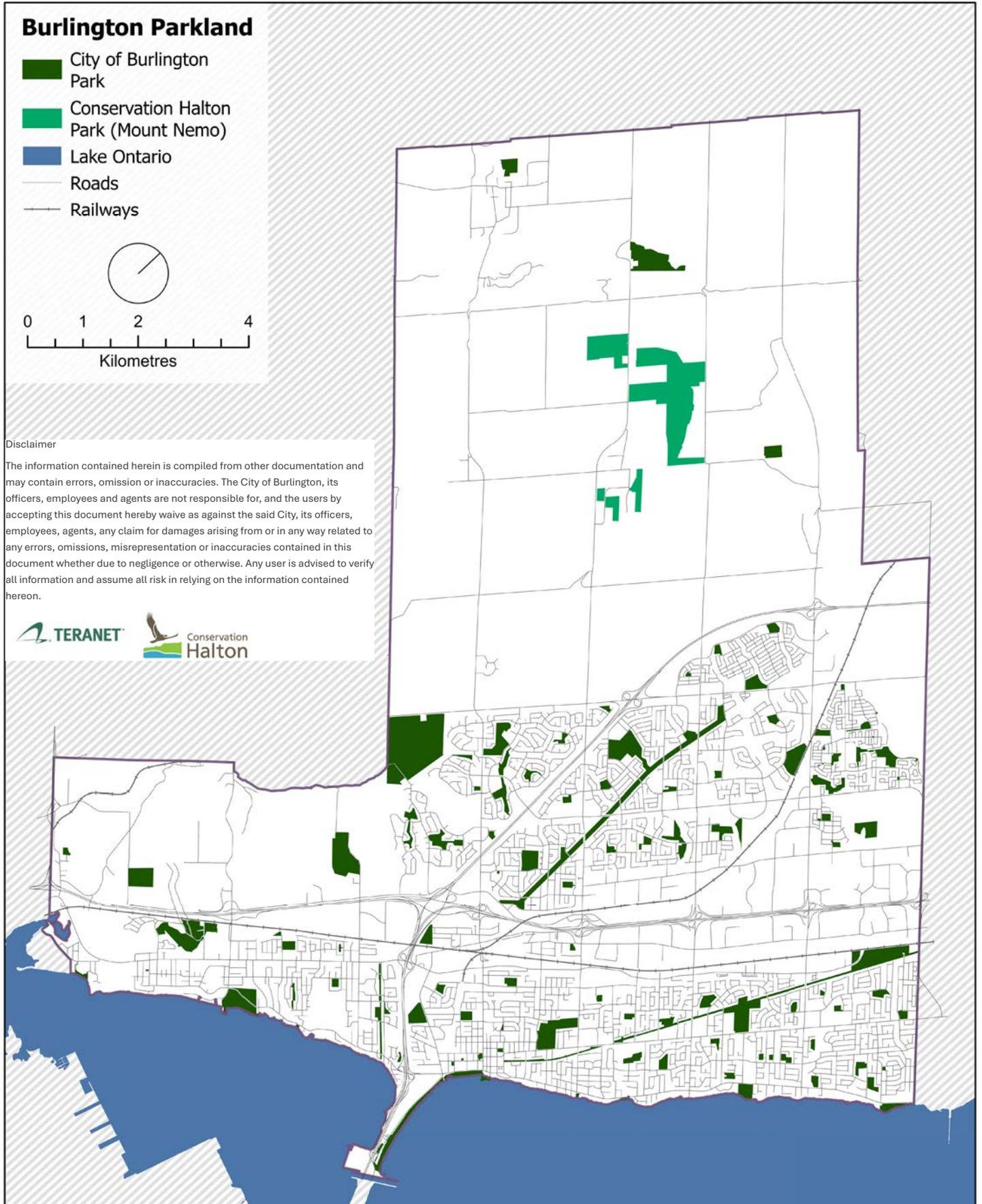


Figure 1: Current City Parkland System

# 2 | Legislation Overview

## 2.1 Planning Act

The *Planning Act* in Ontario permits municipalities, by bylaw, to require land dedication for parkland as part of development or redevelopment or payment in lieu of land. Under Subsection 42(1) of the *Planning Act*, up to a maximum of 2% land dedication is permitted if the development is for commercial or industrial purposes and up to a maximum of 5% land dedication is permitted if the development is for residential or other purposes. As an alternative to Subsection 42(1), Subsection 42(3) permits a municipality to create an alternative rate of one hectare for each 300 dwelling units or a lesser rate specified in the bylaw.

In 2015, Bill 73, the *Smart Growth for Our Communities Act* came into effect that capped the amount of cash-in-lieu to an assessed land value equivalent of no more than one hectare per 500 units.

In 2019, Bill 108, the *More Homes, More Choice Act* came into effect that clarified land and cash-in-lieu could not be taken under both Section 42 of the *Planning Act* and under a community benefits charge bylaw for the same area.

## 2.2 COVID-19 Recovery Act

In 2020, Bill 197, the *COVID-19 Economic Recovery Act* came into effect. The changes to the *Development Charges Act* and the *Planning Act* came into effect on September 18, 2020. The change to Subsection 42(4.26) of the *Planning Act* means Burlington's existing park dedication bylaw will expire on September 18, 2022. A similar legislative change to the *Development Charges Act* means Burlington's development charges bylaw will also expire on the same date. In addition, changes to the *Planning Act* also now allow an appeal to the Ontario Land Tribunals (OLT) regarding a parkland dedication bylaw if the alternative rates are used.

The development of a new parks provision plan will provide the rationale necessary to inform the new Park, Recreation and Cultural Assets Master Plan.

## 2.3 More Homes for Everyone Act

As a first step in implementing the recommendations from the Housing Affordability Task Force, the Provincial government has developed Bill 109, the "More Homes for Everyone Act". This Act received Royal Assent on April 14th, 2022 and will create several changes to how parkland dedication occurs within designated Transit-Oriented Communities (TOCs), and requirements for reporting how cash in lieu of parkland funds received are used in relation to a municipality's parks plan on a publicly accessible website.

With regards to parkland dedication on designated TOCs, as defined by the Transit-Oriented Communities Act, a tiered alternative parkland dedication rate will be applicable as follows:

- Development sites less than or equal to five hectares: 10% of land dedicated for park or its value for CIL
- Development sites greater than five hectares: 15% of land dedicated for park or its value for CIL

The Provincial government has stated the new alternative dedication rate is intended to produce additional clarity for proposed developments regarding parkland requirements. However, Staff analysis has identified that this alternative rate may produce instances where less land is available for parkland in increasingly dense urban areas, creating a potential servicing challenge.

City Administration have noted that is not immediately clear whether Burlington's MTSAs, or other urban growth areas or corridors, would be designated as TOCs by the Province and therefore



## 2.4 Official Plan

Burlington's new Official Plan was adopted by City Council in 2018 and approved by Halton Region in 2020. The new Official Plan is currently under appeal. An interim working version has been made available as there are appeals still in-progress to the OLT regarding the Official Plan, 2020.

The Official Plan sets out the City's directions for growth and development, and continues the commitment to building a complete community. The Official Plan includes policy to manage physical change in relation to land use and development, transportation, infrastructure, the natural environment, heritage, parks, and social, economic and environmental sustainability. Specific to parks the Official Plan provides policy objectives and direction regarding the purpose, intent, dedication, and location of parks within the city. Key objectives are identified in Section 3.3.1, including the identification that parks and open space lands are valuable resources to residents which support recreation and community-building, and that an adequate and equitable supply of parks and public spaces are to be provided throughout Burlington.

The implementation of the parks classification system identified in the Parks, Recreation, and Cultural Assets Master Plan, as updated and changed from time to time, is also identified as an objective in this section. Related parks classification and distribution policies are provided, providing specific reference to the Parks, Recreation, and Cultural Asset Master Plan, while noting that park types, functions, amounts, and distribution can be changed and updated over time (S. 3.3.2 (a, d & e)).

Finally, key collaborative partnerships to provide parks and recreation services are identified, specifically with local school boards, Conservation Halton, and the Region of Halton. The co-location of parks and school sites is encouraged to promote efficiency and reduce redundancy of recreational and open space services. Additionally, working with the other eight partner agencies to deliver and implement the

Cootes to Escarpment Ecopark System is also highlighted (please see Section 5.5 of this report for more on the EcoPark).

With regards to parkland provision, the Official Plan notes that the majority of City parks will be acquired through dedication via the development approval process (S. 3.3.2 (d)). Specifically, 12.1.16 of the Official Plan provides direction regarding the parkland dedication amounts and rates to be used for residential, commercial and industrial, and mixed use developments. These directions will be implemented by in-progress updates to the parkland dedication bylaws (current bylaws are identified in Section 2.4 below). The Official Plan also provides direction regarding the dedication of lands for active transportation connections between neighbourhoods, environmental protection, and waterfront public access (i.e. minimum 15 metre wide strip). Land dedication required for drainage infrastructure, shoreline protection, natural heritage areas, or hazards will not be accepted as parkland.

## 2.5 Park Dedication Bylaw

The City of Burlington has two parkland dedication bylaws, By-Law 147-1993 applies to non-residential lands and By-Law 57-2005 applies to residential lands. By-Law 57-2005 includes alternative parkland dedication rates as permitted under Subsection 42(3) of the *Planning Act*.

### RESIDENTIAL

Burlington's residential parkland dedication rate for land is the greater of 5% of total land area or one hectare for each 300 dwelling units. The dedication rate if cash-in-lieu is provided differs from the land dedication rate and is as follows:

- For low density development:
  - Cash-in-lieu = land value of the land to be developed as of the day before the day the building permit authorizing development is issued x 5 %.

- For medium density development, the lesser of:
  - the number of units in the proposed development divided by 300 x the per hectare land value of the land to be developed as of the day before the day the building permit authorizing development is issued; or
  - the number of units in the proposed development x \$6500.
- For high density development, the lesser of:
  - the number of units in the proposed development divided by 300 x the per hectare land value of the land to be developed as of the day before the day the building permit authorizing development is issued; or
  - the number of units in the proposed development x \$5500.

#### NON-RESIDENTIAL

Non-residential development shall provide money equal to the value of 2 per cent of land proposed for non-residential uses unless the development approval requires 2 per cent of the land to be conveyed for park purposes. The method of calculation for cash-in-lieu however is not representative of the value of 2 per cent of the land. Previous land dedication or cash-in-lieu payments will be credited towards development expansion.

## 2.6 Park Acquisition Tools

The City of Burlington currently uses a wide array of tools to provide parkland, including trails, for its residents. The following list identifies those currently in use:

1. Parkland dedication via development process (e.g. new active parkland)
2. Open space dedication (e.g. natural heritage conveyance)
3. Purchase new land (e.g. City View Park)
4. Purchase surplus school sites (e.g. Robert Bateman High School lands)
5. Purchase by Halton Region to expand existing City parks (e.g. Beachway & Burloak Park)
6. Land Exchange (e.g. Palmer Park)
7. Private Donation (e.g. Eileen and John Holland Nature Sanctuary)
8. Reciprocal Agreements (e.g. playgrounds on school sites)
9. Lease (e.g. between the City and Her Majesty the Queen for Leighland Park)
10. Privately Owned Public Space (e.g. CLV Developments)
11. Master Park License Agreement (e.g. Centennial Multi-Use Trail)
12. Easements (e.g. Some hydro corridors)
13. Management Agreement (e.g. Kerncliff Park)
14. License to Occupy Crown Land (e.g. Trail on Federal Land)
15. Expropriation

Section 4.4 of this report identifies additional parkland acquisition and provisioning opportunities for further consideration.



# 3 | Existing Challenges and Opportunities

### 3.1 Funding and Land Values

Currently most developers would prefer to provide cash-in-lieu instead of land for parks in the built up area. Since the City needs to wait for enough developments to occur and provide cash-in-lieu, the City is always acquiring land at a value that is more than the original cash-in-lieu payment due to escalating real estate values. Land values in Burlington continue to rise and will make it more difficult to acquire parkland when needed.

### 3.2 Parcel Fragmentation

The increased development of inner city lots and existing areas within the existing built up areas of Burlington create problems not faced by suburban development and that is the fragmentation of parcels and the difficulty of achieving significant amounts of park dedication from one developer and area. Due to the size of parcels, developers want to develop the entire site within an established area and don't have the ability to dedicate land and make a project viable. In the built up area it is difficult to achieve the five percent parkland from multiple developers at once in one area to create a park that would be programmable. It could take years to achieve parkland dedication from all adjacent parcels to create a park. The other issue created is the need for cost-sharing agreements. Ideally the City would want to work with only one developer in the construction of parkland.

### 3.3 Growth Plan and Changing Demographics

The 2021 Census data indicates Burlington's 2021 population is 186,948 and is an increase of 3,634 (2.0%) since 2016. Burlington's growth rate continues to decline from previous census years. Halton Region is responsible for allocating growth in the region. A modified preferred growth concept and Regional Official Plan Amendment (ROPA 49) has been released by the Region that would

accommodate population and employment growth within Halton's existing urban boundaries to 2041 and allocates an additional 47,500 population growth to the City by 2041. For context, earlier work prepared by the Region had allocated a population increase of 70,200 to 2051. It is important to note that the distribution of population and employment growth is no longer proposed to 2051. Most of this growth is anticipated within the Built Urban Area Centres and Corridors such as the MTSAs, downtown and uptown mixed use centres, and Plains Road corridor. Approximately 86% of the forecasted growth is to be accommodated in the Built-Up Area (BUA). Following the Region's approval of ROPA 49, Halton Region will determine the City's Best Planning Estimates (BPES) that will show when and where development will occur to 2041 as part of their Official Plan Review. This work will not be finalized prior to the completion of this progress report.

Once 2041 population estimates and corresponding policy areas are received from the Region, parkland analysis will be undertaken to determine projected parkland service levels in the future and highlight areas where additional pressures may be placed on parkland.

**Table 1: Burlington 2051 Growth Projections**

POLICY AREA	2021-2041	% SHARE
Existing DGA	5,080	10.7%
BUA Centres*	18,880	40%
BUA Corridors^	8,950	18.9%
Remaining BUA+	12,530	26.5%
Rural	1,770	3.7%
Total	47,210	100%

Source: Halton Region Modified Preferred Growth Concept (March 2022)  
 Note: Numbers may not add up due to rounding and multiple data sources  
 \*BUA Centres: include the Downtown and Uptown Mixed Use Centres, Downtown Burlington UGC/Burlington GO MTSA, Appleby GO MTSA, Aldershot GO MTSA  
 ^BUA Corridors: include Fairview Corridor and Plains Road Corridor (Aldershot)  
 +Remaining BUA: includes some Mixed Use Commercial Centres, Neighbourhood Centres, Local Centres as well as the Residential Neighbourhood Areas.

# 3.4 Trends Affecting Service Levels

## URBAN AREA GROWTH

Burlington’s 2020 Official Plan that is currently under appeal directs future development to occur primarily in the Urban Area and the population growth projections indicated in Table 1 in Section 3.3 reflect this direction. This trend will put increasing downward pressure on existing parkland service levels. The ability to provide new park space in the Urban Area to service new growth is already a challenge and as population growth continues in the Urban Area, it is necessary to accept a declining service level when measured as area of parkland per population.

## AGING POPULATION

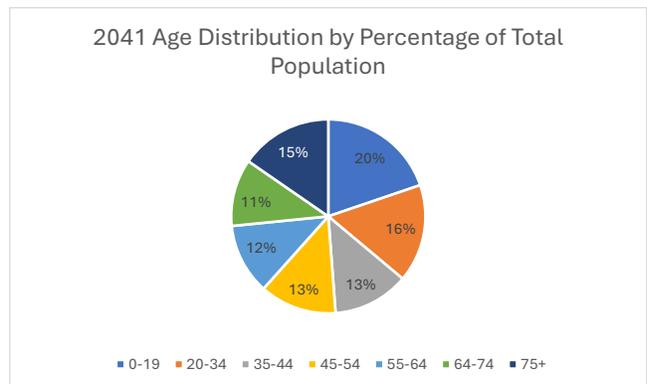
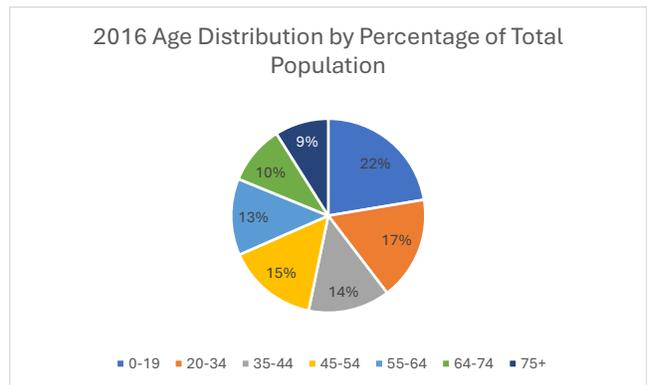
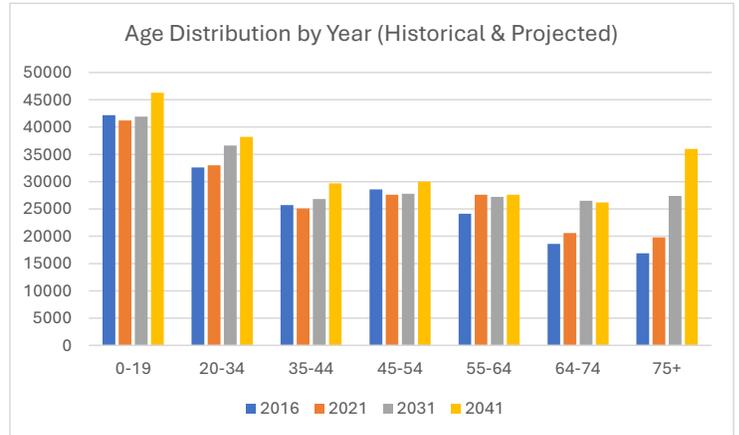
Burlington’s population above age 55 is expected to become a larger percentage of the overall population. Age data from the 2021 Census is to be released on April 27, 2022, thus the 2021 numbers included in Figure 2 are projected. In Figure 2, the three charts highlight the projected increase above 55 as a percentage of the total population.

An aging population will change the usage and functional demand for parkland dedication. Seniors place less of a demand on sports fields and playgrounds. Parkland dedication that can be programmed in multiple ways over the course of changing demographics will become more important.

## COVID-19

Covid-19 has had a significant impact to park usage in certain areas. Limited mobility and entertainment options spurred some people to make use of local parks more than they probably used to. A journal article from the United States found park visitation was 63.4% higher in the approximately 3.5 weeks following quarantine restrictions.<sup>1</sup> It was also noted that park usage increases were probably driven by increased anxiety and stress brought on by the pandemic.

<sup>1</sup> Volenec ZM, Abraham JO, Becker AD, Dobson AP (2021) Public parks and the pandemic: How park usage has been affected by COVID-19 policies. PLoS ONE 16(5):e0251799. (Link: <https://journals.plos.org/plosone/article?id=10.1371/journal.pone.0251799>)



Source: 2019 City of Burlington Growth Analysis Study

Figure 2: Historical and Projected Age Distribution by Year

The study suggests that a lack of access to parks and other public infrastructure may contribute to the disparities in COVID-19 burden that was observed within marginalized communities. In Canada similar results were found, while some green spaces saw marked changes in visitation park use did not increase uniformly across communities. Public health communications and park access in different communities or neighbourhoods likely had an impact on visitation.<sup>2</sup> Whether the trend of increased park usage will continue after COVID-19 is forgotten is unknown, however events that may lead to increased park usage should be understood when examining parkland dedication.

### 3.5 Changing Policy Landscape

Over the last seven years there has been five legislative changes that have affected parkland dedication. There is some uncertainty on how the most recent changes brought in through Bill 109 will be applied. While there is the potential for additional parkland in higher density nodes and corridors there is also the potential for less desirable parkland to be dedicated. Continuous changes to legislation make it difficult to predict future parkland requirements and create appropriate tools that may be used to acquire parkland.



Community Gardens at Ireland Park

<sup>2</sup> Eykelbosh A. and A. Chow. Canadian green spaces during COVID-19: Public health benefits and planning for resilience. National Collaborating Centre for Environmental Health (NCCEH). Vancouver, BC: NCCEH. 2022 Mar (Link: <https://cnse.ca/documents/evidence-review/canadian-green-spaces-during-covid-19-public-health-benefits-and-planning/>)

# 4 | Parkland Provisioning, Benchmarking and Best Practices

## 4.1 Parkland Provision – Service Level Measurement & Targets Benchmarks

A thorough review of the parks provision measures, targets and tools from comparable municipalities has been conducted in order to assess Burlington’s parks network existing status and relative performance, and to identify unique or novel approaches to parkland measurement and acquisition to help inform future provisioning recommendations for Burlington. The review primarily focused on neighbouring municipalities within the Region of Halton and the Greater Toronto Area and Hamilton, with additional Ontario communities added where the Niagara Escarpment Plan or similar conservation plan is also in-effect and are located within the inner or outer ring of the Greater Golden Horseshoe Area. The City of Ottawa and a few select other Canadian municipalities were included either due to similar urban structure, growth and (re) development pressures, and/or population to Burlington, or had recently completed parks plans that included innovative provisioning metrics, measures and tools. Detailed tables of the benchmarking and best practices review are attached to this report in Appendix A.

All of the comparable municipalities reviewed measured their existing parks supply as a measurement of total City parks area per population. This measure was expressed either as hectares of population per 1,000 residents, or as square metres per individual person. This measure is common because it provides a quick, high-level summary of the amount of parkland provided for a particular population across a geography, such as a city or planning area.

Parkland area amounts per population do not provide an indication of the where parks are located within a city, and whether they are accessible by residents or equitably distributed across a municipality. An emerging best practice is to also measure provision by assessing the

distribution and accessibility of parkland to residents. Many comparable municipalities have identified a parkland provision target based on distribution, with the intent being that certain types or classes of parks are accessible to residents within a maximum prescribed distance. Some of the municipalities reviewed to date have published an assessment of how their current parks system is performing against these access level of service targets. An analysis of walkable access to parks in Burlington has been completed using real-world available routes (i.e. existing sidewalks, trails and pathways), which is discussed further in the next section of this report.

Table 2 on the following page summarizes the most recently available parks provision levels and targets, where available, from comparable municipalities in order to provide a high-level benchmark of current state parks provisioning. Caution should be taken when comparing across municipalities, however, as each municipality has a different method of classifying and counting parkland as it relates to provision measures (e.g. some municipalities only include parks used primarily for active recreation, while others include passive space and natural areas). Where known, these provision measure and definitional nuances are identified here and in Appendix A. The appendix also includes further information on the sources of information, and the forecasted dates and population projections that accompany provision targets (where relevant).

**Table 2: Parkland Provision Levels, Measures and Targets of Comparable Municipalities**

Municipality	Existing Provision Level (hectares per 1,000 residents)	Target Provision Level	Distribution / Access Measures & Targets <sup>1</sup>	Other Provision Measures or Targets	Notes
City Of Hamilton	2.35	2.1	<ul style="list-style-type: none"> <li>• 800m to a neighbourhood park</li> <li>• 2km to a community park</li> </ul>	Supply of & access to certain amenities	Parks Master Plan currently in-development.
Town Of Oakville	2.12	2.2		Supply of & access to certain amenities	Provision level and target for "active" parkland only.
Town Of Milton	2.3	2.5			Provision level and target for "active" parkland only; targets for all open space (e.g. escarpment lands) also provided.
Town Of Halton Hills	2.5	2.5 (2.2 proposed)	<ul style="list-style-type: none"> <li>• 200-400m to a parkette</li> <li>• 400-800m to a neighbourhood park</li> </ul>		Provision level and target is for 'local' and 'non-local' parkland (local only has different measure).
City of Mississauga	2.28	1.2	<ul style="list-style-type: none"> <li>• 800m access to at least 1 park</li> <li>• 400-800m access to a park within the Downtown Growth Area</li> </ul>	Supply of & access to certain amenities	Parks Plan in-development. Provision level and target is for City parkland.
City of Brampton	1.8	1.6		Supply of & access to certain amenities	Provision level and target is for City parkland. Specific provision amounts provided per planning areas.
City of Vaughan	1.86	2.0	<ul style="list-style-type: none"> <li>• 500m to local-level parks</li> </ul>	Supply of & access to certain amenities	Provision level and target is for 'active' City parkland.
City of Markham	1.41	1.7	<ul style="list-style-type: none"> <li>• 500m to local-level parks</li> <li>• 400m to a neighbourhood park</li> <li>• 800m to a community park</li> </ul>	Supply of & access to certain amenities	Provision level and target is for 'active' City parkland; Official Plan notes 1.2 ha/100 minimum target.
City of Richmond Hill	1.7	1.6	<ul style="list-style-type: none"> <li>• 400m to a park</li> </ul>		Provision level and target is for 'active' City parkland. Update to Parks and Recreation Plan in progress.
City of Toronto	0.87 (2.8 with ravines)		<ul style="list-style-type: none"> <li>• Existing average: 1.5 ha of park space within 500m</li> </ul>	Provision priorities: <ul style="list-style-type: none"> <li>• Areas with low park provision levels (less 12 sq.m per person)</li> <li>• Low park supply areas (less than 1.5 ha of park within 500m)</li> <li>• High impacts from growth (areas projected to have more than 5,000 residents/ha)</li> <li>• Areas with low-income residents (more than 25% of neighbourhood low income)</li> </ul>	Provision level is based on City parkland, including some parks co-managed with TRCA (with and without ravines). Existing provision level expressed as square metres per person of park space.
City of Barrie	2.2	2.2	<ul style="list-style-type: none"> <li>• 500-800m to active parkland</li> </ul>	Supply of & access to certain amenities	Provision levels and targets for 'active' parkland only.
City of Guelph	3.1	3.3	<ul style="list-style-type: none"> <li>• 800m to a park</li> </ul>		Provision and target for all City parkland.

<sup>1</sup> Distance noted is from residential areas to parks

Municipality	Existing Provision Level (hectares per 1,000 residents)	Target Provision Level	Distribution / Access Measures & Targets <sup>1</sup>	Other Provision Measures or Targets	Notes
City of St. Catharines	4.0	3.0 (3.9 in short/med. Term)		Supply of & access to certain amenities	Target distributed further by park class. Provision and target based on all parkland and open space.
City of Kitchener	1.0	1.5	<ul style="list-style-type: none"> <li>• 500m to neighbourhood park or playground.</li> </ul>		Provision and target for neighbourhood parks only.
City of Ottawa	2.35	2.0		<ul style="list-style-type: none"> <li>• 1:5 - ratio of large to small parks per transect (planning area)</li> </ul>	Provision level and target for 'active' City parkland. Excludes Federal and NCC open space.
City of Vancouver	2.02	1.1	<ul style="list-style-type: none"> <li>• Existing provision: <ul style="list-style-type: none"> <li>○ 99.5% 800m from a park</li> <li>○ 80% 400m from a park</li> </ul> </li> </ul>		Provision level and targets for City parkland, excludes 'destination' class of parks (e.g. Stanley Park).
City of Winnipeg	4.4	4.0 3.0 in Downtown	<ul style="list-style-type: none"> <li>• Existing provision: <ul style="list-style-type: none"> <li>○ 93% 600m from a park</li> </ul> </li> <li>• Target: <ul style="list-style-type: none"> <li>○ 100% 600m from a park</li> </ul> </li> </ul>	Supply of & access provision levels and targets to natural areas, trails, and certain amenities	Provision level is based on City parkland. Provision levels and targets expressed as square metres per person of park space.
City of Edmonton	6.5 (municipal parkland) 7.6 (all public open space)	2.0 – greenfield/new development only	<ul style="list-style-type: none"> <li>• Existing provision: <ul style="list-style-type: none"> <li>○ 94% 400m from open space</li> </ul> </li> <li>• Target: <ul style="list-style-type: none"> <li>○ 100% 400m from open space</li> </ul> </li> </ul>	Provisioning of open space functions and amenities, access to open spaces by theme and function	Provision levels by all publicly accessible open space (including owned by others) and by City parkland. Provision levels also provided by planning area of city.

Generally, most municipalities comparable to Burlington currently provide two to three hectares of public, municipally owned parkland per thousand residents, or 20 to 30 square metres per person. With few exceptions most parkland supply targets also appear designed to maintain this current provision level as much as possible. The targeted parks provision level for municipalities experiencing urban intensification and population growth is typically below two hectares per thousand residents, indicating that most cities have observed or expect less available land for parks through urban redevelopment and/or new

and existing parks serving a larger population. As noted above, jurisdiction-wide parkland provision targets are a relatively coarse measure, and do not speak to the distribution, diversity, quality, or accessibility of parkland within neighbourhoods and communities of a municipality. Therefore, the usefulness of this measure is limited, particularly when municipalities, such as Burlington, are comprised of a wide variety of communities with diverse built forms and population densities (e.g. rural, agricultural and hamlet areas to nodes of urban intensification and high density).



City View Park | Source: City of Burlington

## 4.2 Measuring Access To & Distribution of Parks

A review of recent academic and professional literature, as well as landmark historical studies, illustrates the importance of measuring the distribution of parks across a municipality or landscape, as well as providing insight as to the appropriate distances parks should be located in proximity to residents to support walkability and equitable access to public space. The evidence gathered supports measuring access and distribution of parks to inform provision recommendations and strategies, and to address the deficiencies in the supply-only identified in Section 4.1 above. Additional information and references to sources of information are provided in Appendix A.

There has been substantial research conducted illustrating that having close access to parkspace provides numerous well-being and quality of life benefits, including physical and mental health, social connectivity and inclusion, in addition to improvement to environmental conditions (e.g. reduction in environmental risk, heat island effect mitigation). Ensuring that residents have access to parks within perceived walkable distances improves community use and care for parkland. Location and proximity of use studies have concluded that across urban scales, most parks and public spaces are more frequented by the local population who has ease of access to the space. Walkable access to parks overcomes socio-economic barriers that may be encountered with other transportation modes, reduces reliance on both vehicle use generally and the need for parkspace to accommodate on-site parking.

With substantive evidence illustrating the importance for providing parks in walking distance of residents, the next item for consideration is what the ideal distance is for a park to be perceived as walkable by most people (i.e. how far is too far to walk). As the park provision benchmarking review in the above section identifies, there is a wide range of access and proximity measures and targets used by

comparable municipalities in determining the maximum distance residents should need to travel to a park. This range is typically 400 to 800 metres for residents to travel to at least one local or neighbourhood park.

Landmark historical community planning and transportation studies set the walkable standard as a quarter-mile, or 400 metres, which is considered a five to ten minute walk at an average pace for an able-bodied person. Considerations for different ages and abilities notwithstanding, recent research on walking distances found the 400 metre distance to be best practice in the transportation and accessibility industry for defining walkability to public amenities, such as local transit stops. The 400m distance was also supported by research on park access and user perception of walkability, with researchers concluding that in most urban environments residents will only choose to walk to a park that is within 400m before choosing another transportation mode to travel. Parks agencies and boards in other countries tend to use similar distances. Densely populated cities in Asia have instituted access standards ranging from 300 to 800 metres to a neighbourhood park. The Trust for Public Land has instituted a ten minute walk (half-mile, or 800 metres) promotional standard for park accessibility across American cities of various sizes and development patterns. Overall, it is recommended that as residential density increases, walkable distance to parks should decrease as private amenity space available to residents also decreases, and usage of parks with increased population increases.



## 4.3 Privately Owned Public Spaces & Strata Ownership Parks

The City of Burlington has existing experience with providing publicly accessible parkland through a privately owned public space (POPS) agreement. As a benchmarking exercise, additional review of the existing POPS policies in comparable municipalities is provided, with the scan extended to select cities with substantial experience in planning and managing POPS (e.g. Vancouver, New York City). Similar to Burlington’s Official Plan (e.g. 8.1.1(3.14.1)f), the vast majority of comparable municipalities in Ontario permit POPS to be established through the development process, while noting that POPS will not count towards required public park dedication. That is, POPS will not be considered as a replacement or equivalent to City-owned and maintained public parkland. However, POPS are typically permitted or identified for consideration where public parkland may be difficult to acquire or assemble, and/or where significant intensification will require increases in available public space due to increased usage. The exception to this trend is the City of Guelph, where POPS are not permitted.

Both the New York City and the City of Vancouver use density bonus zoning mechanisms as their primary means for permitting POPS. Through this tool, incentives deemed to be in the public interest are acquired in exchange for providing greater developable height or gross-floor area than would typically be permitted in eligible zones. Vancouver also enters into POPS agreements through Community Amenity Contributions (a British Columbia tool comparable to Ontario’s Community Benefit Contributions), which requires a rezoning (i.e. redevelopment) to be triggered. Recent parks and downtown public space strategies in Toronto, New York, and Vancouver have emphasized the acceptance of POPS in areas underserved by parks and public space, and where acquisition by dedication or purchase is not feasible or sufficient.

As POPS have become more frequent in urban centres over the last several decades, there has been a growing body of academic research highlighting some of the challenges encountered with POPS, specifically with regards to perceptions of ‘public-ness’, inclusion (i.e. who is able to use the space), safety, and quality. Some of these sources are listed for reference in Appendix A. In response, cities like Toronto, New York, and San Francisco have developed and implemented detailed design and operational guidelines. Burlington already has much of this guidance in place, such as through the Downtown Burlington Placemaking and Urban Design Guidelines.

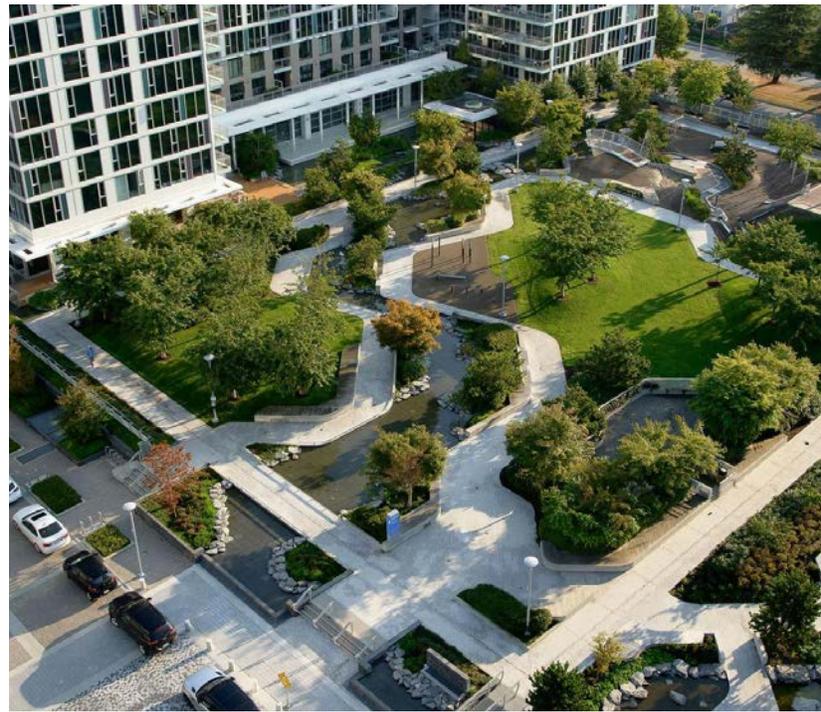
Strata ownership refers to multiple owners on a single parcel of land or building, typically with some jointly owned areas. Typical developments that take a strata ownership form are multi-level



Rendering of Proposed Burlington Waterfront POPS | Source: Studio JCI

residential apartment buildings and some horizontal subdivisions. With regards to parks, strata ownership most typically takes the form of a public park being developed on top of a privately or separately owned structure, such as an underground parking garage, freeway tunnel, stormwater storage infrastructure, or even a mall. Similar to POPS, several comparable municipalities permit strata parks to be considered where parkland provision need is highest. Policies regarding strata parks most often note the need to consider the risks and challenges inherent in the strata model given different ownership, including maintenance, access

(especially if park is not to be accessible from the ground plane), and development challenges (e.g. construction timing, utility conflicts, lifecycle management). Some municipalities, such as Richmond Hill, Markham, and Guelph, accept strata parks as part of the required parkland dedication amount for a development at a discounted rate. Other cities like Barrie do not accept strata parks on top of parking garages as part of the dedication requirements. A strata park has not been developed in Burlington to date.



Ketcheson Neighbourhood Park (Strata), Richmond, BC | Source: PWL Partnership

Strata Park on Mall Concept | Source: City of Vancouver



## 4.4 Alternative Parkland Provision and Acquisition Opportunities

The City of Burlington is a leader among Ontario municipalities in the use of both the number and type of tools to acquire and provide parkland for its residents. This includes the multiple methods employed in addition to standard parkland dedication and conveyance processes, as outlined in Section 2.5. Therefore, the summary review table below focuses on existing policies, tools, or recommendations from comparable municipalities that are not currently in use by the City. This information will help to inform the basis and rationale for alternative provisioning strategies and priorities recommended in the final report. Greater detail on this information, as well as sources, is provided in the Appendix A tables.

**Table 3: Summary of Alternative Provisioning and Acquisition Tools**

Alternative Provisioning / Acquisition Tool or Recommendation	Summary Description	Example Municipality (Not Exhaustive List)
Community Improvement Plans	<ul style="list-style-type: none"> <li>• Tool that allows a municipality to direct funds and implement policy initiatives toward a specifically defined project area, based in S. 28 of the Planning Act.</li> <li>• Allows municipalities to provide area-specific zoning changes, tax assistance, grants or loans to assist in the revitalization of lands and/or buildings within the defined Community Improvement Project Area (CIPA).</li> <li>• Can increase desirability of development in an area, thereby triggering parkland dedication.</li> <li>• Can also promote POPS or other open space amenities through incentives and site plan control.</li> <li>• Typically used for areas of redevelopment and brownfield sites.</li> </ul>	City of Hamilton, City of Barrie
Strata Parks	<ul style="list-style-type: none"> <li>• Acquire publicly accessible parkland through a strata ownership agreement (e.g. on top of underground parking or other private facility).</li> <li>• Typically accepted as City parkland at a discounted dedication credit, given complexities with underground facilities/utilities, long term maintenance of the supporting structure, etc.</li> </ul>	City of Vaughan, Town of Oakville, City of Vancouver
Targeted / Priority Acquisition: <ul style="list-style-type: none"> <li>• Real Estate Strategy</li> <li>• Based on Provision, City Goals</li> <li>• Assessment Tools &amp; Decision-Making Framework</li> </ul>	<ul style="list-style-type: none"> <li>• Park provision and acquisition is prioritized and targeted based on a set of criteria.</li> <li>• Considers limitations to available financial resources and parkland dedication amounts through urban intensification.</li> <li>• In addition to, or instead of, citywide provision targets, which do not accurately reflect the nuances of different urban areas or communities.</li> <li>• Criteria could include proactive acquisition in areas of future growth, areas deficient in supply or access to parkland, connectivity of park and ecological networks, and prioritized communities based on equity measures.</li> </ul>	City of Toronto, City of Ottawa, City of Winnipeg
Repurpose Surplus Municipal Lands	<ul style="list-style-type: none"> <li>• Complete a thorough assessment of City owned land to determine which properties may be surplus to Municipal need and could be converted to parkland</li> <li>• Most effective in areas of high land prices and that are deficient in parks provision</li> </ul>	City of Ottawa, City of Guelph, Town of Milton
Off-Site Park Conveyance	<ul style="list-style-type: none"> <li>• Through development agreement, allow developers to provide required parkland conveyance/dedication to another owned site or parcel.</li> <li>• For instance, can be utilized to assemble parkland in needed areas while allowing for greater development on subject site, such as in an area of intensification.</li> </ul>	Town of Milton, City of Vaughan
Brownfield / Industrial Site Reclamation & Redevelopment	<ul style="list-style-type: none"> <li>• Identify, acquire and reclaim former industrial, natural resource, or waste management sites for parkland.</li> <li>• Outdoor park usage often permitted on such sites after remediation, whereas residential or commercial uses may not.</li> <li>• Frequently located in older sections of cities where additional parkland is often required but difficult to acquire.</li> </ul>	City of Hamilton (e.g. Kay Drage Park), Town of Milton

Alternative Provisioning / Acquisition Tool or Recommendation	Summary Description	Example Municipality (Not Exhaustive List)
Indoor Park, Play, Recreation Space Credit	<ul style="list-style-type: none"> <li>In areas where it is difficult to acquire or provide parkland, some municipalities provide parkland dedication credit (typically at a discounted rate) for publicly accessible indoor park-like amenities (e.g. indoor playgrounds and recreation, etc.)</li> <li>In some instances, also considers partnerships to acquire, or credit for land provided, to co-locate some open space with major publicly-accessible or non-profit run recreation facilities.</li> </ul>	City of Vaughan, Town of Milton
TIEG & TIF	<ul style="list-style-type: none"> <li>Tax Increment Equivalent Grant (TIEG) is a financial incentive program that provides the opportunity to redevelop buildings or lands, typically associated with Community Improvement Plans. <ul style="list-style-type: none"> <li>Redevelopment typically increases the assessed value of a property. To offset a portion of the municipal property tax increase, eligible property owners may receive grants in instalments.</li> <li>In parks context, could be used to support public realm improvements, POPS, Strata parks, etc.</li> </ul> </li> <li>Tax increment financing (TIF) is a method of using future incremental property tax revenues generated by the redevelopment of an area to offset the upfront costs of redevelopment. <ul style="list-style-type: none"> <li>In the U.S. and Alberta, tax levels are frozen, and the resulting increase in property tax revenue due to ongoing redevelopment is redirected to a common TIF or government authority for a set period of time, which is used to finance further redevelopment projects, including public infrastructure.</li> <li>Currently not frequently used in Ontario, though permitted through a 2006 Act.</li> </ul> </li> </ul>	<p>City of Toronto, City of Vaughn, City of Mississauga, City of Sault Ste. Marie</p> <p>City of Toronto (Contemplated), Government of Alberta (Edmonton and Calgary), USA (e.g. Chicago)</p>
Development & Community Benefits Charges	<ul style="list-style-type: none"> <li>Parkland development or improvements have been designated by municipalities as eligible for DC funding through DC studies and bylaws.</li> <li>Community Benefits Charges (CBCs) may also be used to fund capital improvements to parks, as well as land acquisition, among other services, but their application is limited to certain types and densities of development, typically area or intensification-site specific, as opposed to DCs.</li> <li>DCs cannot be used to fund land acquisition for parks.</li> <li>Municipalities are not permitted to “double-dip” through parkland dedication bylaws, DC, and CBC use.</li> </ul>	<p>City of Ottawa, City of Mississauga, City of Toronto, City of Vancouver (Using Equivalent Tools to Ontario)</p>
Rural Area Considerations	<ul style="list-style-type: none"> <li>Parkland acquisition primarily through community development and standard dedication process. Some municipalities do not provide a discounted rate for rural or hamlet development</li> </ul>	<p>City of Winnipeg, City of Hamilton (Dedication Rates)</p>
Urban Park Design Standards & Budget Increases for High Use Parks / Areas	<ul style="list-style-type: none"> <li>In areas of significant urban redevelopment, intensification and population growth, existing park usage tends to increase substantially. This increased use tends to require more and higher quality park amenities, more frequent maintenance, and increased lifecycle replacement.</li> <li>To address the above challenges, some municipalities have adopted high quality design standards for new urban parks, and specially allocated capital and operating budget increases for urban park redevelopment and upkeep.</li> </ul>	<p>City of Toronto, City of Guelph</p>

# 5 | Existing Parkland Supply, Classification and Targets

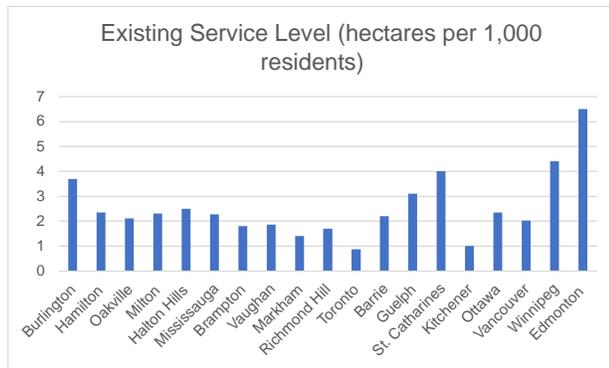
# 5.1 Parkland Supply Methodology

Parkland supply can be examined and derived by many different methods. It is important to develop a parkland measurement and assessment methodology that will provide sound rationale for the additional dedication of parkland as the city continues to grow. The PPMP will recommend a methodology that considers multiple metrics to support the requirement of parkland dedication and will include:

- Prioritizing park access within a short walking distance from dwellings;
- Using multiple reporting units such as policy areas and dissemination blocks;
- Applying different metrics to different park classification types relative to different built form areas; and
- Assessing and determining the function of parkland and usable space.

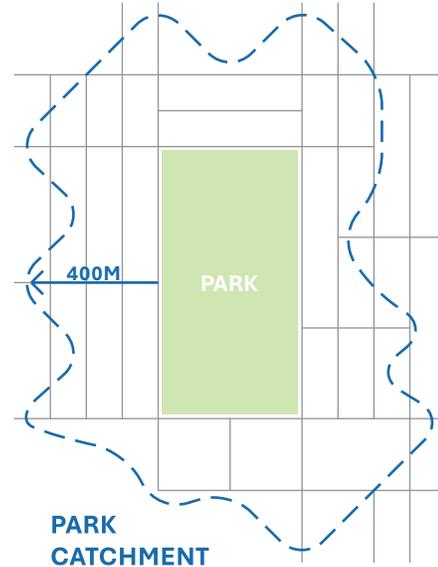
Many municipalities use a parkland supply metric based on hectares per person. This method of calculating supply however, does not provide an indication of accessibility or usability of parkland. Burlington’s measure of total parkland by hectares per person is 3.69 hectares per 1,000 people, which is greater than almost all comparable municipalities looked at as illustrated in Figure 3.

**Figure 3: Existing Service Level Comparison**



In this report the proposed methodology utilized, is the establishment of a walking catchment around each park as illustrated in the figure below.

**Figure 4: Park Catchment**



The establishment of a walking catchment is a more accurate measure of access to parkland than using a radius buffer around a park since it assesses travel distance. This method can also determine if infrastructure improvements are required to improve accessibility. To determine the overall parkland service level in Burlington a catchment of 400m was used that represents an approximate five minute walk. When calculating the park area per person ratio, the entirety of the park was used.

The walking distance catchment is generated by assigning points along the park boundary every 10m. Using Figure 4 as an example, if the park was flat, the park would be accessible from any point. If one side of the park contained steep slopes to access the park, a point that is within 5m of a steep slope would be considered inaccessible.

## 5.2 Parkland Service Level

All maps in this section have been created using Statistic Canada’s dissemination blocks as the granular level of information. Existing parkland supply has been determined using the 2021 Census population information. Projected growth information has been provided by Halton Region and is currently under review and is anticipated to be updated in Q2 2022 to reflect the 2021 Census information.

Figure 5 illustrates the population density and can be used to provide context to the parkland supply maps relating to population. Dissemination blocks are treated as though population density is constant throughout the dissemination block.

Figure 6 illustrates the percent of people within each dissemination block that is within a 400m walking distance to a park. This map highlights the percentage of residents in a dissemination block that are not within a 400m walking distance to a park. This in part is due to limited direct connections to a park and due to fewer hectares of parks in the area.

An alternative method is to look at parkland based on type. In Burlington there is currently five types not including Windows to the Lake. Looking at total parkland within a 400m walking distance is valuable because all park types can provide a local parkland service within proximity of residences. However, it is important to consider Community and City park types with a service level at a greater distance and to look at how larger parks are dispersed to provide a balance of parkland functions across the city. Allocating City and Community parks across Burlington will help reduce travel times for organized sport and recreation activities.

Figure 5: 2021 Population Density with Parks

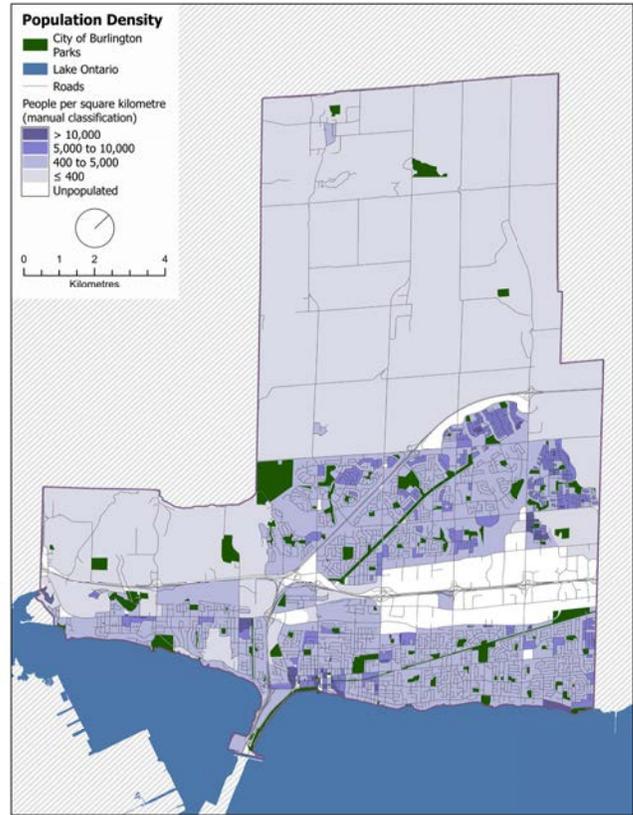
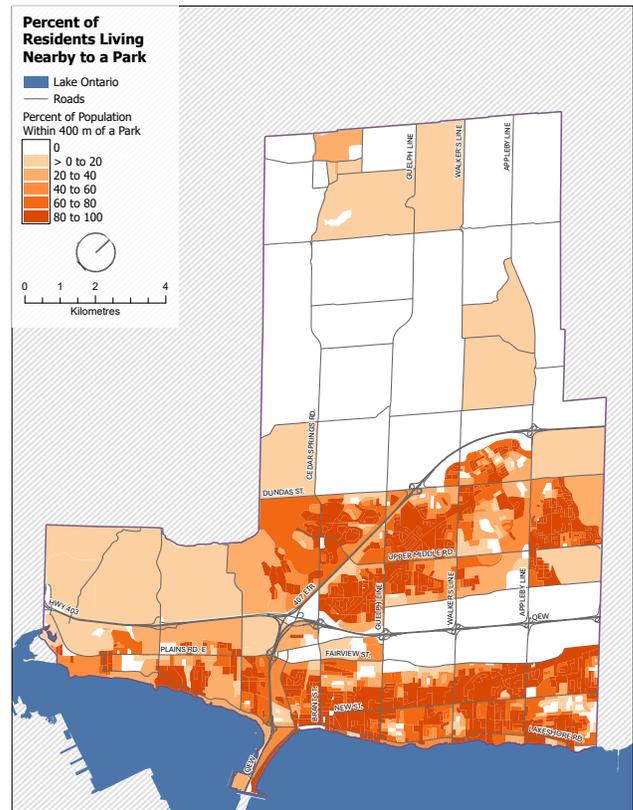


Figure 6: Percent of dissemination block near a park



**Figure 7: Existing Park System by Type, with Proposed Future Parks**

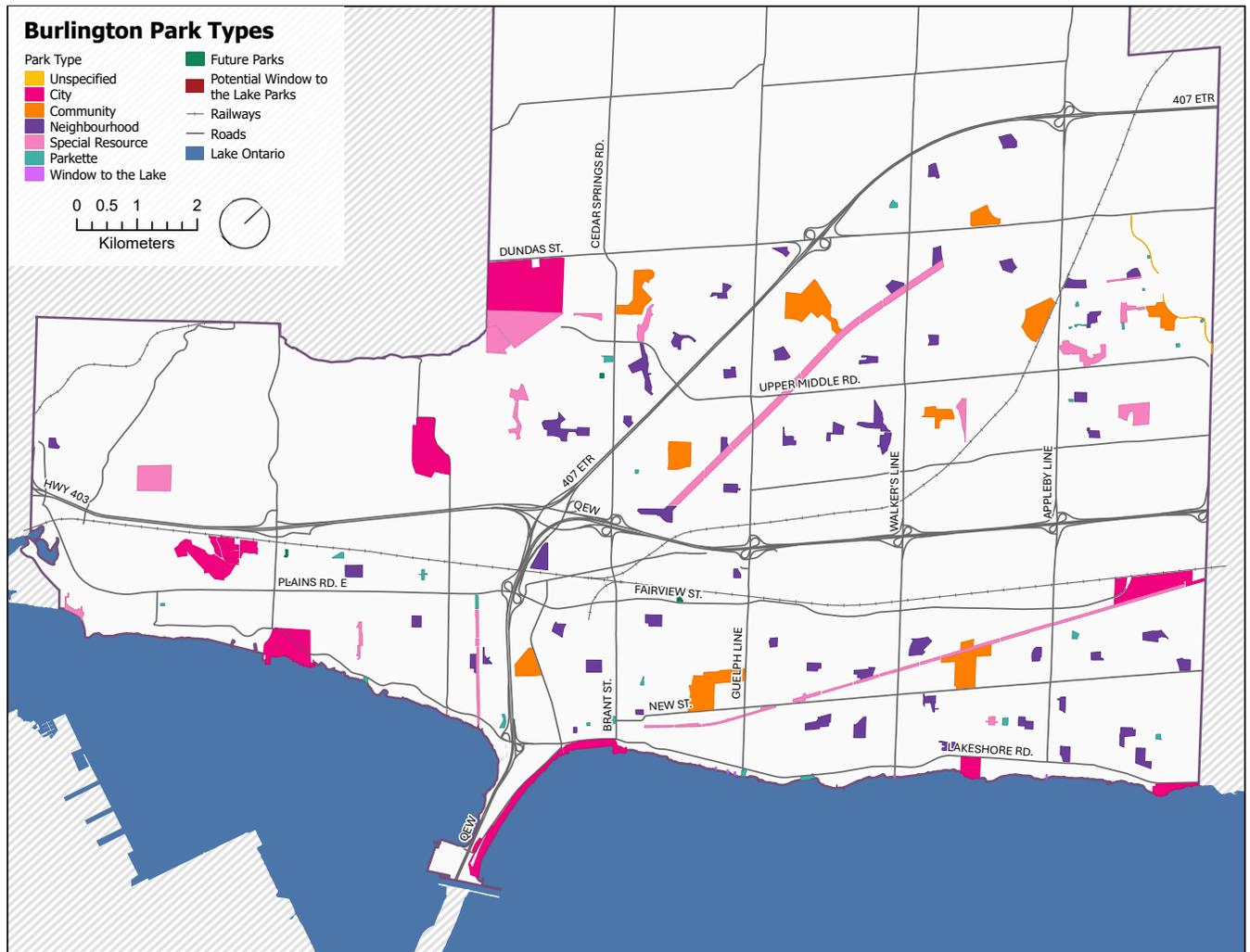
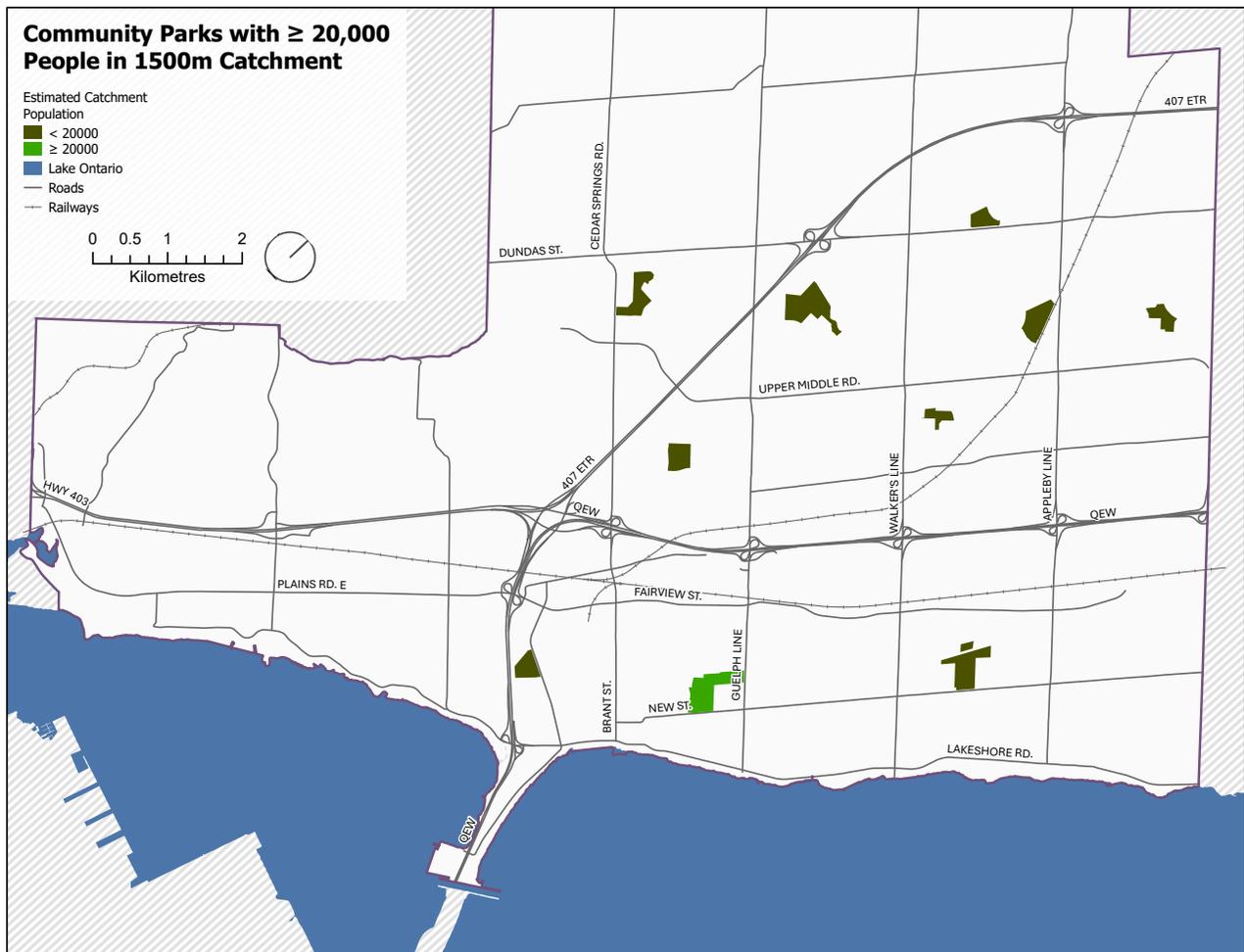


Figure 7 illustrates parkland supply by classification for the built-up area.

A spatial analysis will be completed examining local parks within a 400m walking distance, this will include neighbourhood and parkettes. Community and City parks will be examined with a 3 km walk distance, with an additional analysis of 1.5 km for Community parks.

**Figure 8: Community Parks Population Catchment**

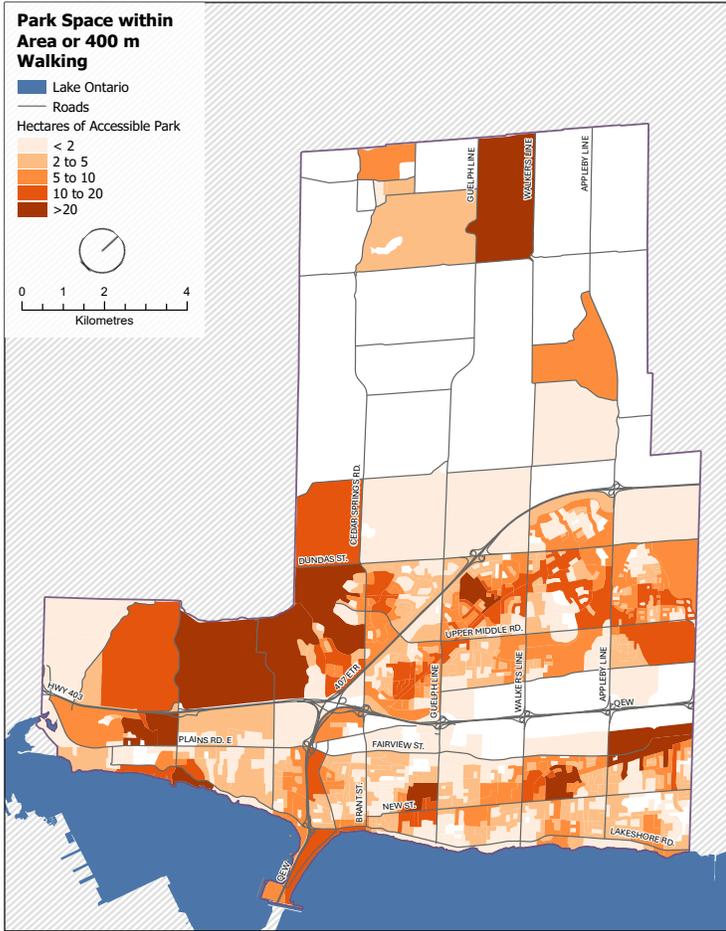


In addition to looking at a walking distance of 1.5 km for Community parks, Figure 8 includes a population catchment method. For Community parks a population catchment of 20,000 people was used to simulate an average community build-out.

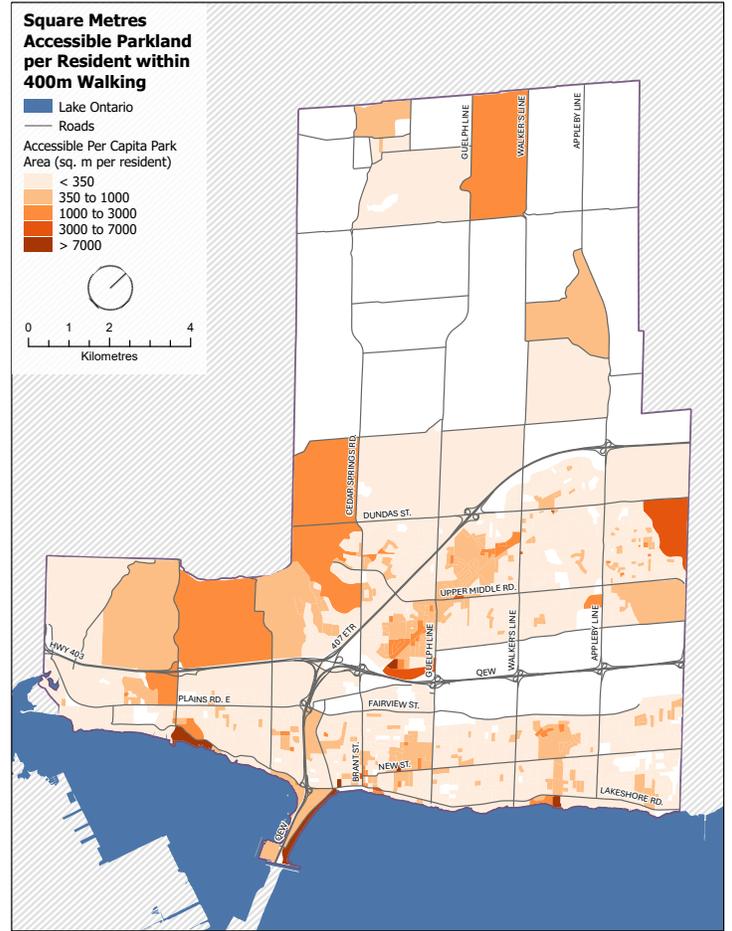
Figure 9 on the following page shows the total park area that is within 400m walking distance per dissemination block. This information complements park catchment distances by providing insight into hectares of accessible parkland within a walking distance. This map however does not show how much of the parkland is shared per person.

Figure 10 highlights the square metres accessible park space per capita to help illustrate the pressure that may be on some of the parks. While this map may give an indication of park pressure from existing Burlington residents it does not account for pressure that may be placed on parkland from non-Burlington residents. As a snapshot Figure 11 illustrates the five most accessed parks using cell phone data from a period of time in 2019. While some of the top five seem reasonable as the most accessed parks, the portion of linear park highlighted as one of the top five accessed parks is surprising. Further in depth analysis is required to understand the potential rationale.

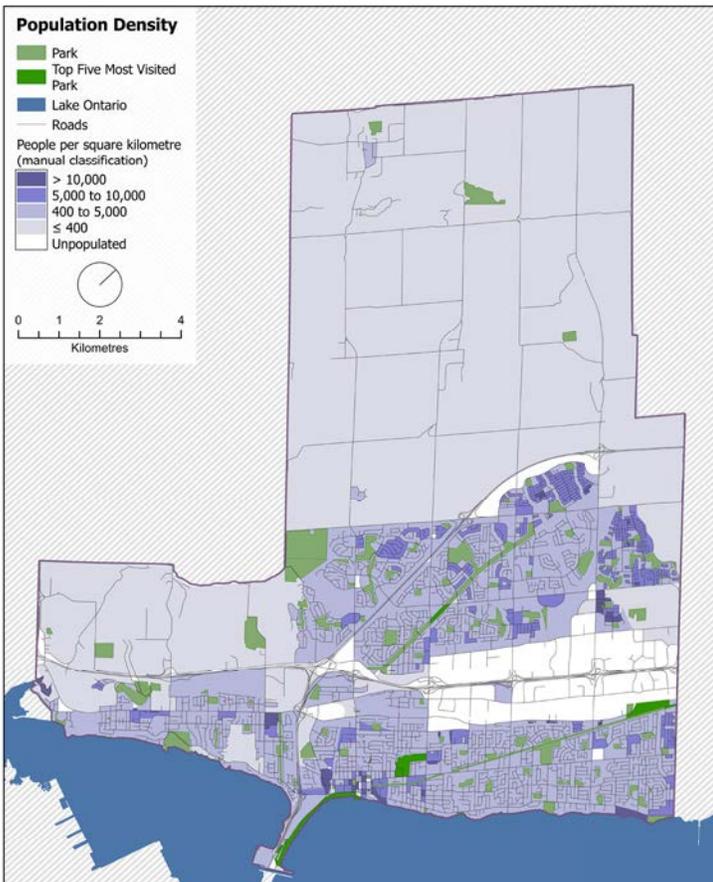
**Figure 9: Amount of Accessible Parkland**



**Figure 10: Amount of Accessible Parkland, per Capita**



**Figure 11: Top Five Accessed Parks**



## 5.3 Functional Analysis

Parkland service levels are not solely based on quantity. The function of parkland will also be a key measure to determining the appropriate distribution and supply of parkland. The work completed to date will be expanded to develop a multi-functional approach to parkland dedication and acquisition. Additional in depth functional analysis would also occur through the recreational assessment as another part of work feeding into the new Park and Recreation Master Plan.

Figure 12 illustrates at a high level park programming. Further analysis will be undertaken to separate out the different programming types, such as playgrounds, baseball diamonds and soccer fields to establish a service level for outdoor active recreation space. A catchment analysis will be conducted for the different programming types looking for balance if possible across the city.

Another functional analysis undertaken was the examination of usable active parkland space. Figure 13 highlights the portion of parks that are deemed unusable for active uses due to forest cover and the presence of a water body. As illustrated on the map, the majority of park space is usable. Although this method of analysis is rudimentary it can highlight areas that have open space but not necessarily usable space for more active recreation. Follow-up analysis will be conducted on parkland where there is a significant portion with limited usable space for people, to determine if there are trails or benches that may still contribute to the park being activated. It is important to note that open space with limited active recreation functions is still very important to the overall parks and ecological network, considering the important ecosystem services forested, wetland, and lake areas provide (e.g. crucial habitat, naturalized stormwater management, erosion protection, urban heat island effect mitigation, etc.).

Figure 12: Park Programming

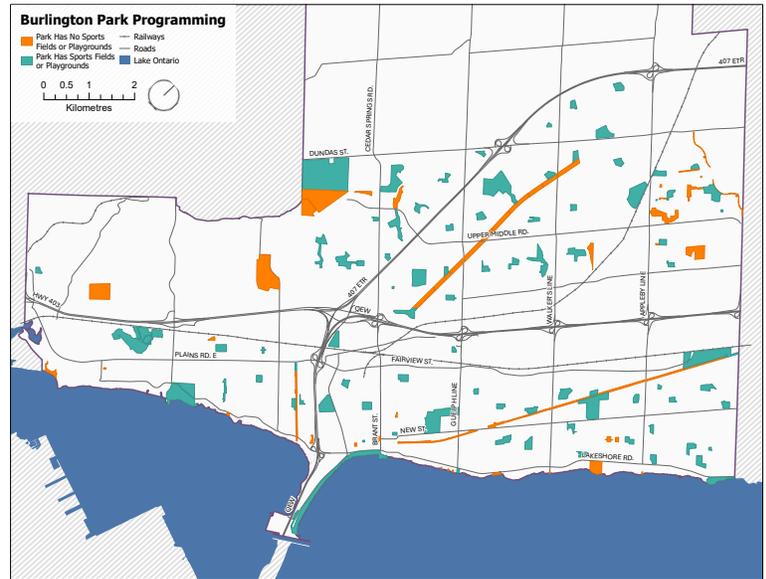
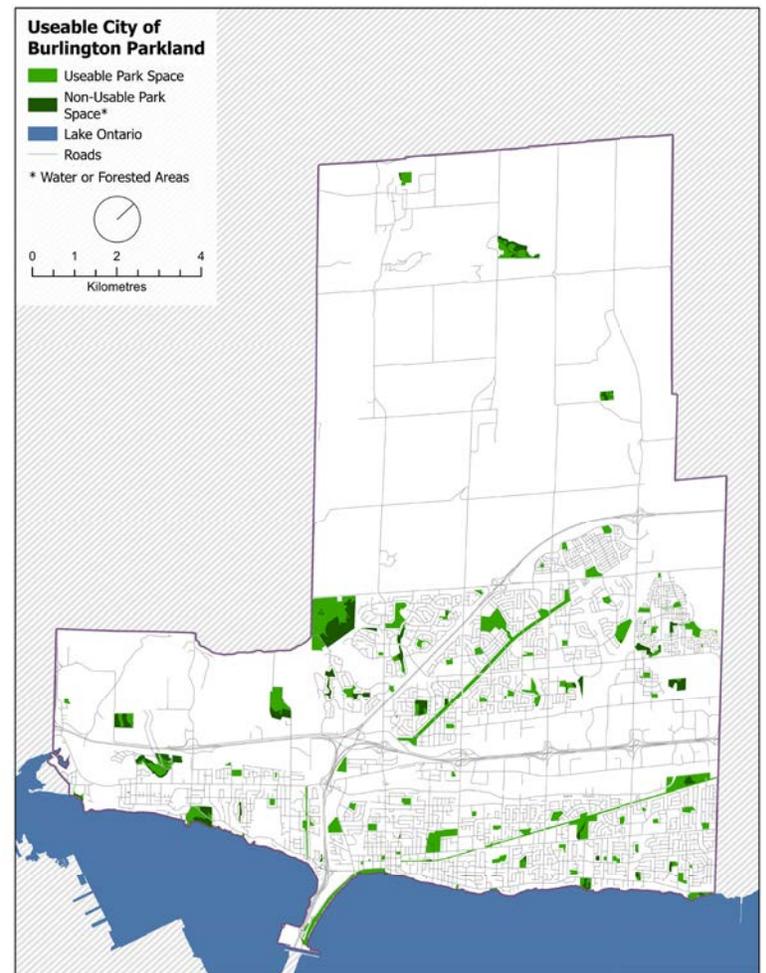


Figure 13: Usable Park Space



## 5.4 Recreation Fields Service Level

The City provides 113 recreational fields that are currently in-service on City owned parkland. This inventory is comprised of 60 diamonds, 11 of which are lit to provide longer use in the evenings, and includes one pitch for shared cricket use. 53 rectangular fields are currently available for use, including seven artificial turf fields, one shared artificial turf field and 11 lighted fields. Each diamond and field is further classified by Recreation, Community and Culture staff based on field size, turf quality and condition, supporting park amenities (e.g. lighting, bleachers, washrooms, parking, etc.), and maintenance inputs from Roads, Parks and Forestry.

Burlington's recreational field inventory on City parks is supplemented by approximately 20 fields on school board land. School fields are essential in accommodating community youth football programs. These fields are available to the public through joint-use agreements. The access is limited during school hours for school use and extra-curricular sports and activities, however the community has access during evenings and weekends. School site recreational fields to date are not included in the service and provision levels identified below. School site recreational fields will be looked at in the greater context of park and recreation opportunities in the final report.

Recreation, Community and Culture staff have accomplished a substantial amount of recreational field inventory and capacity analysis in recent years, and the service level information provided herein relies on the information, data, and insights completed by Recreation staff to date.

Tables 4-5 below illustrates Burlington's current recreational fields provision and service level, based on 2021 Census population and 2022 available field inventory. The provision level takes into account the prime programmable hours that diamonds and rectangular fields are available for use on typical in-season weekdays and weekends,



Lit Artificial Turf Field at Orchard Community Park | Source: City of Burlington

through the calculation of an “unlit equivalency” for fields with lighting, which have longer hours of use that extend into the evening. Based on the hourly capacity assumptions calculated by Recreation, Community and Culture staff below, lit recreation fields are estimated to be the equivalent of 1.45 unlit fields. This approach to recreation field provision has been used previously for planning purposes by municipalities in the Halton Region and the Greater Toronto and Hamilton Area (GTHA), and most recently by the City of Mississauga and Town of Oakville.

Burlington's current recreational field provision level is generally comparable to other municipalities within Halton Region and the GTHA. The City of Mississauga reported a rectangular field provision of one field per 3,200 residents in 2019, using a similar unlit field equivalency calculation, with the expectation that the service level will decrease over the next decade with continued population growth primarily through urban intensification and redevelopment. Other municipalities within Halton Region reported slightly higher rectangular field provision levels. The Town of Oakville provided one field per 2,100 residents in 2016, and Halton Hills estimated a provision level of one field per approximately 1,500 residents in 2021. However, the

**Table 4: Recreation Field Capacity Assumptions**

Source: Recreation, Community and Culture

Capacity Assumptions	Diamonds		Rectangular Fields	
	Monday to Friday (after 6pm)	Saturday & Sunday (All Day)	Monday to Friday (after 6pm)	Saturday & Sunday (All Day)
Unlit	<ul style="list-style-type: none"> <li>• 2.25 Hours / Night</li> <li>• 11.25 Hours / Week</li> </ul>	<ul style="list-style-type: none"> <li>• 12 Hours / Day</li> <li>• 24 Hours / Week</li> </ul>	<ul style="list-style-type: none"> <li>• 2 Hours / Night</li> <li>• 10 Hours / Week</li> </ul>	<ul style="list-style-type: none"> <li>• 12 Hours / Day</li> <li>• 24 Hours / Week</li> </ul>
Lit	<ul style="list-style-type: none"> <li>• 5 Hours / Night</li> <li>• 25 Hours / Week</li> </ul>	<ul style="list-style-type: none"> <li>• 14 Hours / Day</li> <li>• 28 Hours / Week</li> </ul>	<ul style="list-style-type: none"> <li>• 4 Hours / Night</li> <li>• 20 Hours / Week</li> </ul>	<ul style="list-style-type: none"> <li>• 14 Hours / Night</li> <li>• 28 Hours / Week</li> </ul>

**Table 5: Existing Recreation Field Service Levels**

Recreation Field Type	Current Supply (Raw Field Inventory)	Current Provision Level (Field Per Number of Residents) Raw Field Inventory, 2021 Population	Current Supply (Unlit Unit Equivalents)	Current Provision Level (Field Per Number of Residents) Unlit Unit Equivalents, 2021 Population
Diamonds	<ul style="list-style-type: none"> <li>• 11 - Lit</li> <li>• 49 - Unlit</li> <li>• 60 - Total</li> </ul>	1: 3,116	64.95	1: 2,878
Rectangular Fields <sup>1</sup>	<ul style="list-style-type: none"> <li>• 11 - Lit</li> <li>• 42 - Unlit</li> <li>• 53 - Total</li> </ul>	1: 3,527	57.95	1: 3,226

<sup>1</sup> The supply and provision levels of rectangular fields includes the seven artificial turf fields current in-service. Artificial turf fields currently have a provision level of one field per 26,707 residents.

municipalities across the GTHA ranged in rectangular field provision levels from one field per 1,500 to 3,500.

The service level of artificial turf fields in Burlington is greater than most comparable municipalities, with the provision rate being approximately three or more times greater than Oakville and Mississauga. With regards to diamonds, Burlington’s provision rate is nearly identical to those reported by neighbouring municipalities in Halton Region, and is one and a half times greater than the service level in Mississauga.

Burlington has a facility classification system for sportsfields. Facilities are given a rating of A, B, C and D based on a set of criteria. For example, a Class A field is adult sized, includes supporting amenities such as lights, irrigation and is serviced

Diamond at Killbride Park | Source: City of Burlington



with a higher level of maintenance for best quality and field performance. In general most of the class B, C and D fields are not full size facilities, therefore limiting the ability for adult play.

Recreation, Community and Culture staff conducted a capacity analysis based on data from summer 2019 usage, the last full-use season prior to impacts from the COVID-19 pandemic. Using a week in July 2019 as an indicator of typical peak season programming and usage, the capacity analysis indicated near-capacity usage during weekday evenings for both diamonds and rectangular fields, with greatest usage for premier recreational fields (i.e. Class A and B fields and diamonds, lit fields and artificial turf). Some existing capacity was available on weekends, when demand is typically lower. Highest weekend use was found to be on fields located at larger parks, such as City and Community parks. With consideration for regular field closure for ongoing maintenance and rehabilitation, this analysis illustrates a well-used field system, primarily during peak times on weekday evenings during summer months. Although not included in the capacity analysis, it is assumed that the open and un gated recreational fields on City parkland is providing adequate parkland capacity for informal recreation use during non-prime weekday times in the peak season, as well as for any shoulder season and winter usage.

Burlington's existing supply of recreational fields serves current demand from residents and compares relatively favourably to neighbouring municipalities. However, it is expected that pressure on the existing recreational field service level will increase with continued expected population growth to 2051, primarily in built-up urban areas, and high anticipated usage from both organized groups and programs, and through increasing informal/unscheduled play.

## 5.5 Cootes to Escarpment EcoPark

The Cootes to Escarpment EcoPark System is a collaboration among government agencies, that today collectively protect nearly 2,200 ha of open space and nature sanctuary between Cootes Paradise Marsh, Hamilton Harbour and the Niagara Escarpment, within the cities of Hamilton and Burlington. The EcoPark System, and the Cootes Paradise Marsh in particular, contains some of the most important sensitive ecological habitat and amount of biodiversity in the province and country. Protected areas within the EcoPark System within Burlington include areas primarily comprised of natural heritage, trails and associated amenities, and more active park and recreation areas, such as City View Park, Bayview Park and the Tyandaga Golf Course.

Since 2007, nine local government and not-for-profit agencies, including the City of Burlington, have been working together with a shared vision to protect and help connect these lands through land securement, stewardship, education and other actions outlined in the EcoPark System 2021-2030 Strategic Plan. Each partner owns and manages their own land that is located within the EcoPark System. The Parks Provisioning Master Plan project includes a high-level assessment of potential opportunities to connect or add to the existing protected EcoPark System areas within Burlington, with priority given to the City's goals to improve trail connectivity and provide parks within the system that also provide active and passive recreation services in addition to natural heritage protection.

The following list provides some preliminary opportunities to explore to improve EcoPark System connectivity within Burlington, as identified in existing EcoPark System strategies and management plans within Burlington, as well as priorities shared by City experts:

- **Waterdown – Sassafras Woods Heritage Lands:**

- Proposed Eagle Heights Subdivision Parkland
- There are some inactive, existing land uses within and adjacent to the Heritage Lands that could be considered for future reclamation and park development, including inactive clay and shale quarries) and a closed landfill site (the former Regional landfill east of Falcon Creek)
- Connections between Bayview Park and the rest of the Heritage Lands are limited
- Portions of Waterdown Woods and Upper Hager Creek are not connected to other Current EcoPark System Lands
- Continued negotiations with Hydro One and other utility partners for continued connectivity and access via hydro and utility corridors

- **Burlington Heights Heritage Lands:**

- Most of this area’s lands are owned by EcoPark owners
- Minor additions identified along the lakefront and south of Woodland Cemetery in Burlington

- **Lower Grindstone Heritage Lands:**

- Current EcoPark System lands within this area are owned and managed by the partners, including the City of Burlington and the Royal Botanical Gardens
- Management Plan notes opportunistic expansion priorities, including through ongoing acquisition to increase the extent of natural features in public ownership, including areas that can be restored to native flora and fauna communities

Cootes to Escarpment EcoPark System Vision Map



**Legend:**

- EcoPark Land Boundaries
- Stewardship Lands
- Hydro Corridors
- Water Bodies
- Roads
- Rail Lines
- Hiking Trails



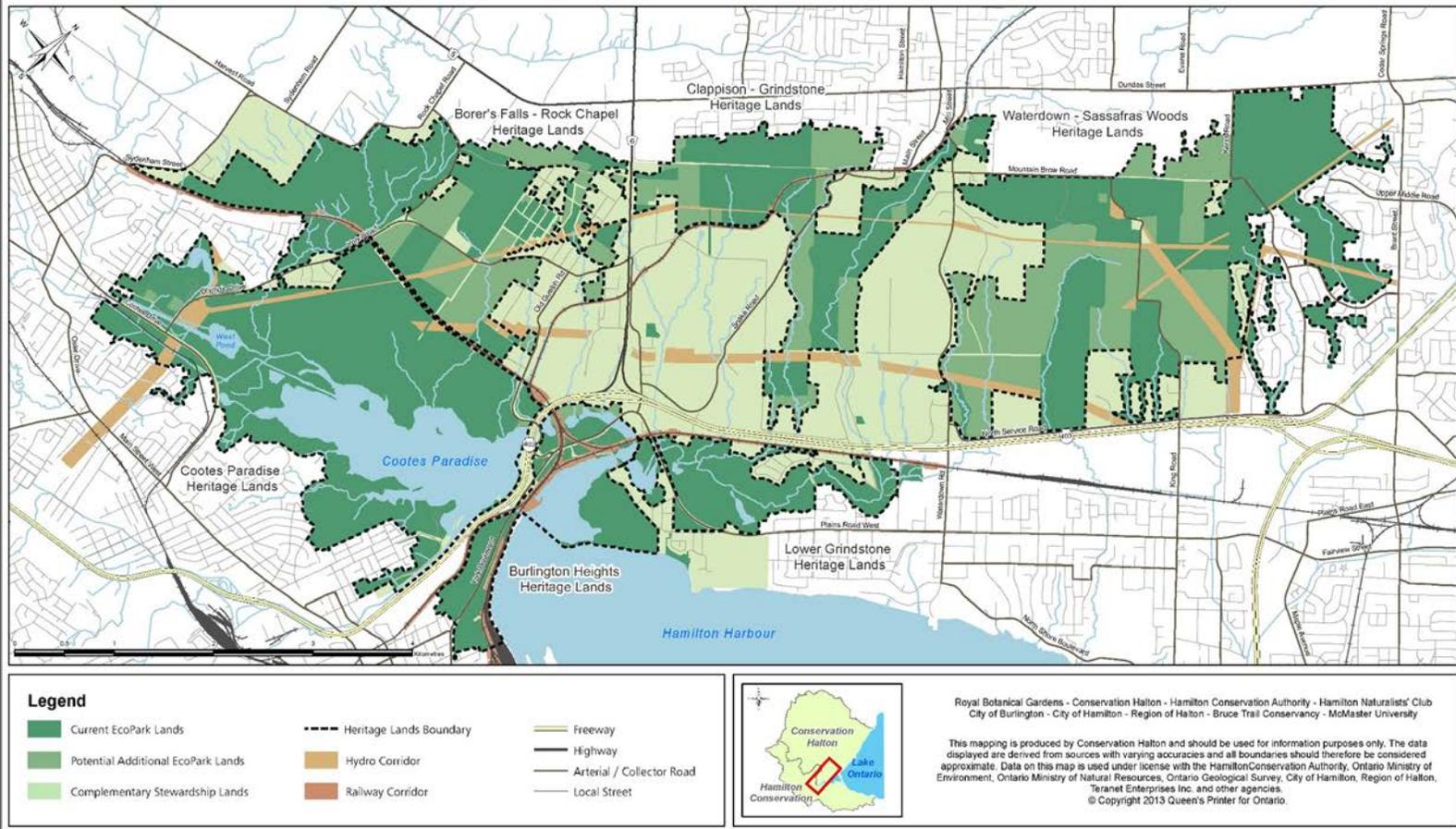
**Vision**  
 Our vision for the Cootes to Escarpment EcoPark System is that it will be known internationally as a protected, permanent and connected natural lands sanctuary from the Harbour to the Escarpment that promotes ecosystem and human health within Ontario's Greenbelt.



cootestoescarpment.ca

# Cootes to Escarpment EcoPark System Vision Map

January 2015



- Acquire lands to improve the preservation and protection of Endangered American Columbo occurrences
- **Clappison – Grindstone Heritage Lands:**
  - Eileen and John Holland Nature Sanctuary are not connected to other Current EcoPark System areas
  - Additional opportunities for land securement and protection could be sought to provide connections for wildlife and/or recreation, especially trail connectivity and improvements
  - Priority for acquiring less ecologically sensitive lands to serve as a dog-friendly park

Strategies to acquire additional EcoPark System land, outside of the standard parkland dedication opportunities available through development include:

- EcoPark System partner agencies are currently and will continue to facilitate opportunistic land acquisitions to link more areas of the system as they arise;
- Donation from private landowners has been a successful venue to piece together the EcoPark System vision, and this should continue to be pursued;
- Raising awareness about the environmental significance of the park; and,
- Review and update of the 2011 EcoPark Land Securement Strategy developed by the partners.

Any additional potential acquisitions and linkages will be identified as part of the future scenario citywide parks provisioning assessment using the forthcoming 2041 population growth data, as part of the recommended provision strategies and priorities.

# 6 | Proposed Parks Classification System

## 6.1 Existing Parks Classification System Review

The City of Burlington's New Official Plan (interim working version of February 2021) identifies the overall categories of the parks classification system, which is currently further defined in the 2009 Parks, Recreation and Cultural Assets Master Plan (Official Plan, Objective 3.3.1 (d) and Policy 3.3.2(a)). As part of the Parks Provisioning Master Plan, the City has identified the need to review the current parks classification system, with consideration given to the anticipated growth and redevelopment of the City in alignment with provincial and regional growth forecasts to 2041.

The current classification system closely aligns with Burlington's existing parks inventory, as found in the current state urban built up area and rural areas of the city (see Table 6 below). However, as previously identified by City staff, the classification system does not adequately accommodate or provide guidance for park types that generally accompany urban intensification and redevelopment, which is projected to be the primary development form of Burlington's growth to 2041 and beyond. Additionally, it is proposed that additional guidelines for some classes be considered, based on best practice review, to further assist the City with parks network planning, design and development, and operations. Some naming and definitional amendments are put forward for consideration that may improve readability and accessibility of the system, but are dependent on an assessment by City staff on the benefits and challenges trade-off and accompanying level of effort required to implement the proposed changes.

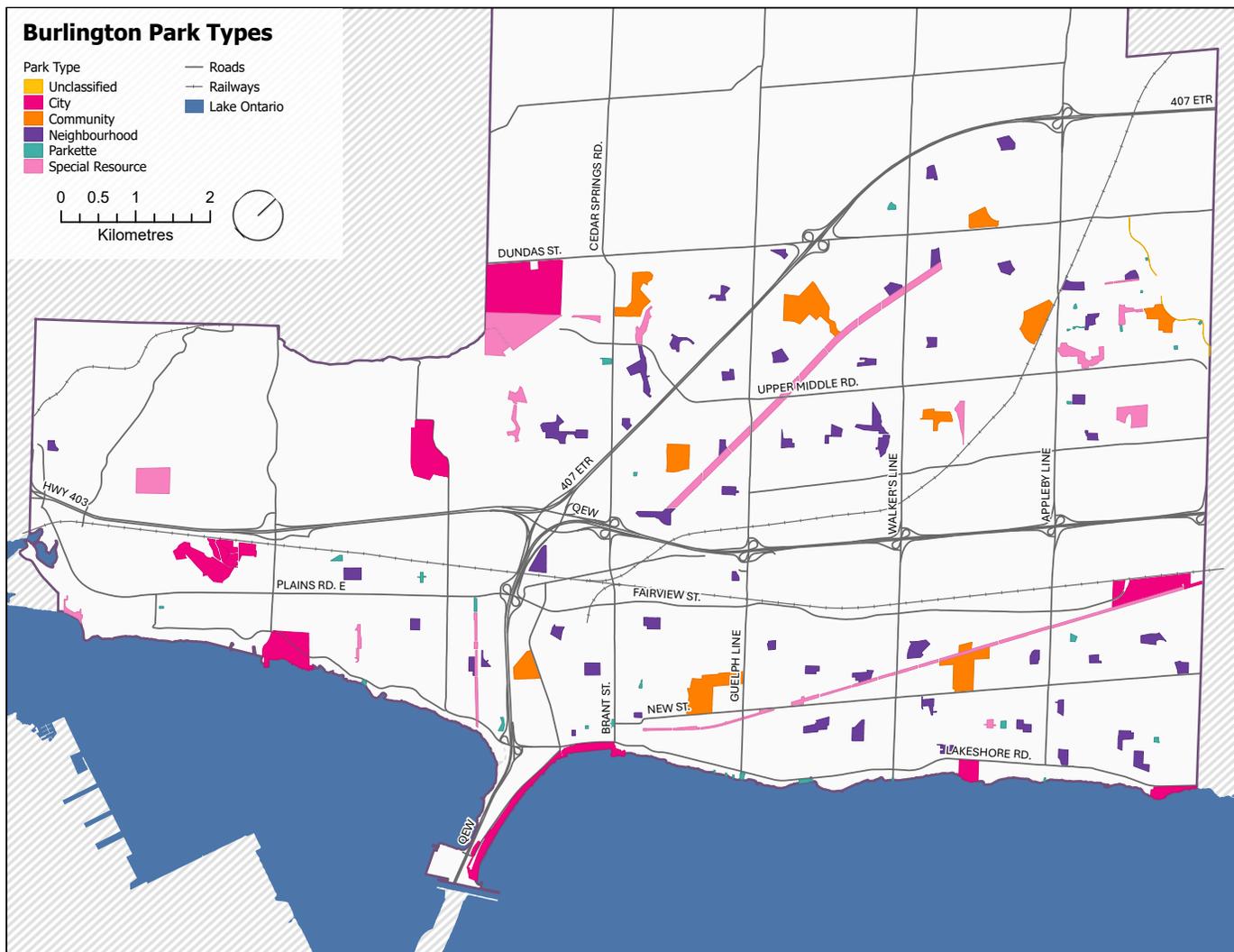
A review of Special Resource Class and parks GIS dataset indicates that it currently functions as a catch all for other park types that are not more conventional active parkland. Proposed consideration to further specify these parks for improved parks planning, design guidance, and adaptive/informed management by adding a linear park/greenway and ecological park classes. The

ecological park class is not intended to fragment other park types that may also contain native vegetation, habitat, or provide ecosystem services and ecological connectivity. Rather, the class is proposed to capture those parks with a predominantly ecological function, in addition to other lands designated as natural heritage.

A further separate class has been proposed for linear parks and greenways, as distinct from linkages, to accommodate for those park spaces that are both active transportation corridors and connections, but also provide further park and recreational amenities. This classification is intended to be applied citywide, but will support in particular MTSA concept planning where these types of park spaces are currently being considered.

Parks along Lake Ontario provide unique public access to the water and play a special role in Burlington's park system. However, the diversity of the types of parks on the lakefront creates challenges in classifying these parks in a consistent manner, and providing clear design and programming guidance. Therefore, it is recommended that parks are classified based on their primary function, program and size, with their waterfront status identified as a secondary indicator, such as overlay. This overlay could be added as an additional attribute in the City's GIS parks dataset. This approach is consistent with current regional practices. For example, a waterfront overlay would function similarly to how Spencer Smith Park and Beachway Park are currently classified as City Parks, but also identified as Regional Waterfront Parks by Halton Region. It is also proposed that the Windows-to-the-Lake, currently in design and development to 2023, be primarily classified as parkettes, with their status as "Window-to-the-Lake" identified through the waterfront secondary identification.

**Figure 14: Existing Park Classification in Urban Area**



**Table 6: Existing Parks Classification System Statistics**

Existing Park Class <sup>1</sup>	Count	Median Size (Hectares)	Size Range (Min. to Max., Hectares)
City Parks	10	23.8	5.1 to 67.7
Community Parks	11	10.4	5.7 to 23.3
Neighbourhood Parks	57	2.1	0.3 to 6.9
Parkettes	32	0.2	0.04 to 0.9
Special Resource Areas & Linkages	19	4.5	0.7 to 38.2

<sup>1</sup> One parks that are not currently classified in the City's inventory are not included. Some park parcels have been combined in the analysis where their park name and class were the same. Existing Windows-to-the-Lake are included within Parkettes, as per City GIS data.

## 6.2 Park Classification Review and Update Methods

Following a review of the City of Burlington's existing parks classification system as described in existing planning documentation and initial fact-finding conversations with City Staff, a precedent, best practice and benchmarking review was completed. This exercise consisted in compiling and reviewing the current parks classification systems from comparable Canadian municipalities, with particular attention paid to Ontario municipalities within the Halton Region and the Greater Golden Horseshoe (to ensure appropriate jurisdictional and contextual consistency) (see Appendix A for further information). Some additional select municipalities outside of Ontario were also included in this review based on their comparability to Burlington's population, urban structure, and/or growth and redevelopment pressures, and/or had unique classification systems that provided novel insight into the review. The intent of the precedent and benchmarking review was not to duplicate park classes used elsewhere, but rather to identify any potential additions or considerations that may be of benefit to Burlington's existing classification upon further review. The best practices and benchmarking review also provided value in identifying what types of classes are commonly or successfully used in comparable municipalities, with particular focus on the possible gaps City staff have noted in the existing classification, and how these classes are described and/or implemented. This information supports the rationale that accompanies the proposed updates below.

A GIS spatial analysis and inventory review was also conducted, using the City of Burlington Parks dataset. The City's existing parks network was reviewed by class type, with statistical analyses based on ranges and median areas helping to illustrate the general size and configuration of each class. Parks within existing classes were

assessed by their current park amenities, infrastructure, and land cover that they provide. This analysis also included the use of site and aerial imagery, as well as available design documentation and other information available on the City's Parks and Facilities webpage. This analysis was used to identify any consistencies or inconsistencies within existing classes to help determine the need for classification updates.

Finally, planning and urban design documentation was reviewed, such as the City's Urban Structure and urban and rural land use policies as per the new Official Plan and the ROPA 48, as well as the MTSA Interim Report, to confirm estimated future urban form and development patterns. In addition to meetings with City Planning and MTSA Team staff, this information is essential in identifying what types of parks and public spaces may be developed in the future through urban growth and (re)development.

# 6.3 Proposed Updated Parks Classification System

## City Parks

- Summary Description:
  - Are destination parks, designed to serve the leisure needs of all the residents of the city.
- Program & Function Guidance:
  - Could include multiple sports fields for youth and adult activities with lighting, including tournaments; gathering and special event areas; unique one of a kind facilities within the City, such as destination-based water and large skate parks; location for indoor recreation facilities related to both permanent or portable structures; seated venues; and related activities.
  - Can include important natural and ecological areas, be used for special events and festivals, and provide unique, one of a kind waterfront locations and amenities.



Example Illustration of a City Park

- Key Features:
  - Should be accessible by City residents through multiple modes of transportation, include transit, walking and cycling, and by vehicle.
  - City Parks may also provide community and neighbourhood-level amenities for adjacent residents and employees.
- Size Guidance:
  - Size will vary, but typically larger parks greater than 5 hectares.
- Examples:
  - Spencer Smith Park
  - Sherwood Forest Park



Spencer Smith Park | Source: City of Burlington

## Community Parks

- Summary Description:
  - Larger parks designed and located to serve the outdoor recreational needs of several neighbourhoods.
- Program & Function Guidance:
  - Could include upper and second tier recreational fields and courts, including artificial turf facilities and lighting; spectator and user amenities, such as parking, seating, washrooms, and concessions; playground structures and large open play areas; specialized outdoor facilities, such as skateboard and water play areas.
  - Can include natural and ecological areas within parks; may be used for special sporting events and tournaments.



Example Illustration of a Community Park

- Key Features:
  - Ideally located on arterial / collector roads to enhance access via walking and cycling, trails, vehicle and public transit. Parking and transit stops are encouraged.
  - Frontage on public streets and park configuration should support the park's ability to be home to multiple active park and recreation functions.
  - Potential co-location with indoor community and recreation facilities.
  - May also provide neighbourhood-level amenities for adjacent residents and employees.
- Size Guidance:
  - 10 to 20+ hectares on average, but typically larger parks greater than 5 hectares.
- Examples:
  - Central Park
  - Nelson Park



Central Park | Source: City of Burlington

## Neighbourhood Parks

- Summary Description:
  - Designed and located to serve the recreational and open space needs of a neighbourhood. Neighbourhood parks are the foundation of the Burlington parks system, and are intended to provide readily available access to open space for all residents.
- Program & Function Guidance:
  - Could include a range of neighbourhood level open space and recreational services, such as playgrounds, passive areas for social gatherings and relaxation, open and flexible play areas, trails and pathways, secondary and youth level recreational fields and courts.
  - Can include some naturalized and ecological patches and linkages within parks.



Example Illustration of a Neighbourhood Park

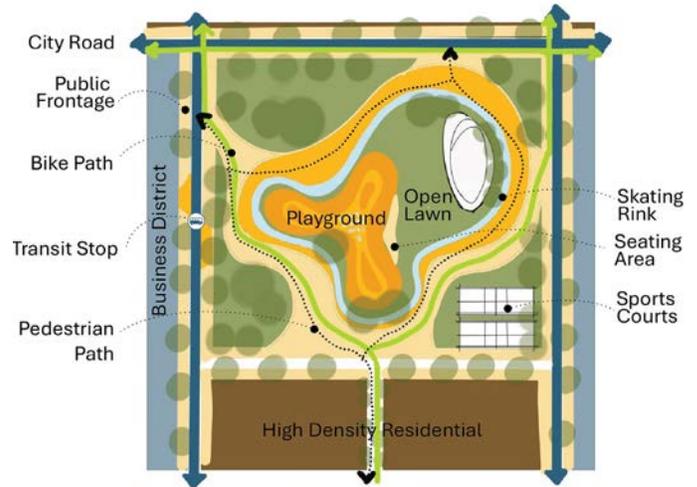
- Key Features:
  - Predominantly located along collector or local roads, with a focus on encouraging walking and cycling access. Neighbourhood-level transit access may also be provided, as well as street parking. On-site parking may be provided as determined by the facilities and amenities on-site.
  - Frontage on public streets and park configuration should support the park's ability to be home to multiple active park and recreation functions.
- Size Guidance:
  - Generally 2 to 5 hectares; may be smaller or larger, but are typically greater than 1 hectare in size.
- Examples:
  - Pinemeadow Park
  - Kerns Park



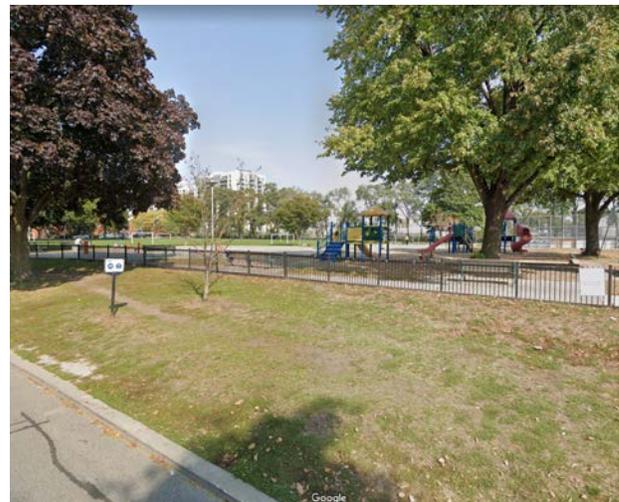
Pinemeadow Park | Source: Canada247.Info

## Urban Parks

- Summary Description:
  - Designed and located to serve the recreational and open space needs of urban intensification areas or more dense neighbourhoods.
- Program & Function Guidance:
  - Intended to be multifunctional and designed to a high quality, urban parks should provide flexible green space and canopy cover in addition to hardscaped areas.
  - Could include a range of community and neighbourhood level open space and recreational services, including seating areas and lawns for passive recreation and social gatherings, child-friendly amenities such as playgrounds and water play areas, small-scale winter recreation opportunities (e.g. skating), pathway connections, and playing courts.
  - Designed to support both spontaneous, everyday use by adjacent residents and employment areas, as well as special events.
- Key Features:
  - Given location in urban intensification and growth areas, park design and siting will prioritize transit, walking and cycling access.
  - Frontage on public streets, proximity to public transit, and park configuration should support the park's ability to be high quality, multifunctional space that will be well used.
  - Integration with adjacent streetscapes will be important to ensure a seamless public realm experience in urban intensification areas.
  - Design materials and ongoing maintenance will likely require greater investment given the likelihood that urban parks will be very well used by adjacent residents, workers, and visitors.



Example Illustration of an Urban Park



Campbell Avenue Park (Toronto) | Source: Google

- Size Guidance:
  - Varies; typically around 0.8 to 1 hectare or larger.
- Examples:
  - None existing. Components of:
  - Amherst Park
  - Lions Park
  - Possible Precedents: Campbell Avenue Park, St. James Park, York Street / 'Love' Park (Toronto)



York Street / 'Love' Park | Source: Claude Cormier + Associes

## Parkettes

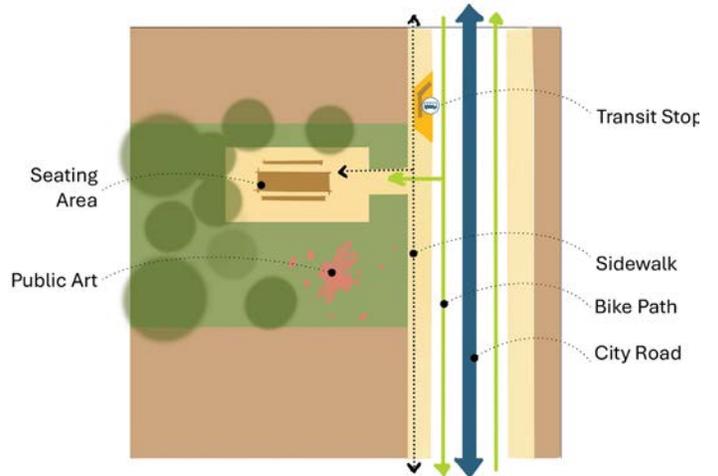
- Summary Description:
  - A small park space that is designed to provide a variety of passive recreation and visual benefits for the surrounding area, including residential communities, employment lands, and urban intensification centres.
  - The definition of parkettes is expanded to include spaces such as urban squares and plazas, as envisioned by the Official Plan for the Downtown Urban Growth Centre (S. 8.1.1 (3.13.1) q).

- Program & Function Guidance:
  - Provide passive or informal recreation space, with supporting rest and relaxation areas and park amenities.
  - Features may include landscaped or hardscaped areas, seating, some tree planting, and/or public art, monuments and fountains. Playful, interactive art or other elements encouraged to support family-friendly urban areas.
  - General support for small social gatherings and spontaneous use.

- Key Features:
  - Location should contribute to an area’s public realm, and may be a larger island green in between streets. Access is anticipated to be primarily by walking and cycling, with nearby transit access prioritized in urban intensification areas.
  - Includes Windows-to-the-Lake park and road allowance spaces.

- Size Guidance:
  - Less than one hectare.

- Examples:
  - Mountain Gardens Parkette
  - Fairfield Parkette
  - Civic Square
  - Apeldoorn Park



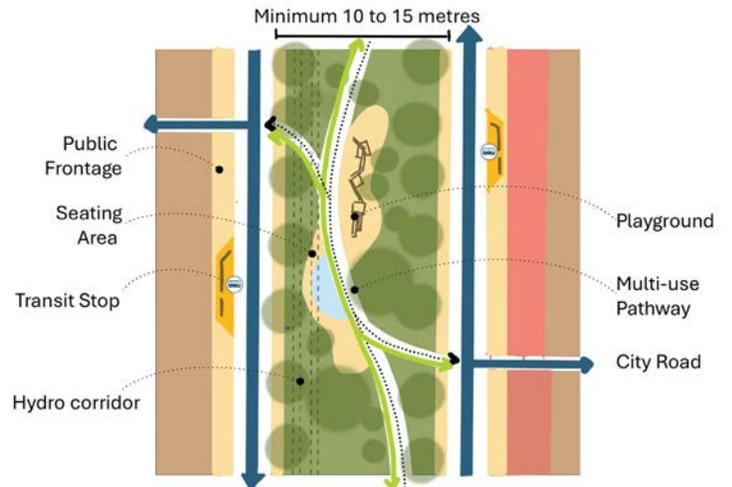
Example Illustration of a Parkette



Mountain Gardens Parkette| Source: City of Burlington

## Linear Parks & Greenways

- Summary Description:
  - Parks that function as active transportation corridors and connections between open spaces, community facilities, and/or neighbourhoods.
- Program & Function Guidance:
  - Could include multi-use pathways or trails to support walking and cycling connections, with additional park amenities such as seating areas, small play areas (e.g. playground equipment, water play, etc.), and trees and plantings.
  - Linear parks will respond to the context in which they are proposed and should focus on providing safe connections.



Example Illustration of a Linear Park / Greenway

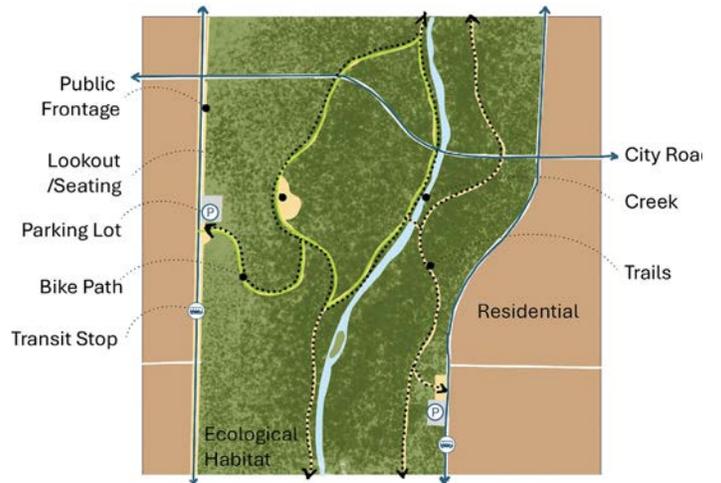
- Key Features:
  - Can include public access easements along hydro corridors as well as City owned parkland.
- Size Guidance:
  - Length will vary, but width should be a minimum 10 to 15 metres to support park amenities that accompany and activate pathways and trails.
- Examples:
  - Centennial Mutli-Use Trail
  - Teal Greenway



Centennial Trail | Source: Bikesandtransit.com

## Ecological Parks

- Summary Description:
  - Areas of parkland predominantly in a natural state and/or which provides ecosystem services.
- Program & Function Guidance:
  - Primarily conservation and/or preservation of ecologically important areas, and may include non-intensive recreation uses.
  - Passive park usage such as trails, seating, and lookouts.
- Key Features:
  - Areas which are part of the City's Natural Heritage System or are identified as having predominantly native vegetation or wildlife, wetlands, functioning as an ecological habitat, core area, or corridor.
- Size Guidance:
  - Varies.
- Examples:
  - Zimmerman Park
  - Orchard Woodlot



Example Illustration of an Ecological Park



Zimmerman Park | Source: Google

# 7 | MTSA Alignment

## 7.1 Current Context and Parks Provision

In alignment with the Provincial Growth Plan and the Halton Region Official Plan, Burlington’s Official Plan envisions urban redevelopment and intensification around the City’s current GO Stations that promotes “connected, walkable, transit-oriented communities that offer convenient access to employment opportunities, a full range of housing, public service facilities including schools and parks, and convenient access to various daily needs like shopping, services, and supports for residents throughout their entire lives.” As noted in the Official Plan vision, access to high-quality, multifunctional public parks will be a key element in supporting urban intensification and maintaining Burlington’s high quality of life for current and future residents.

Recommended preferred precinct plans for Burlington’s three Major Transit Station Areas (MTSAs) were recently endorsed in principle by Council in January 2022. Each of the three recommended preferred precinct plans have identified approximate potential new park and linear connections with further analysis to be completed through this project and the development of Area Specific Plans. The expectation that growth to 2041 and beyond will focus towards the three MTSAs and the Uptown Urban Centre and the Downtown Urban Centre requires additional analysis of parkland service levels and acquisition tools for these growth areas.

Figures 15-16 and Tables 7-8 illustrate current service levels based on existing development and population within the MTSAs. Table 7 also indicates the projected 2051 population for each of the MTSAs.

**Table 7: MTSA Bottom Up Population and Employment Estimates**

MTSA	2021 Population	2051 Build Out Population	2021 to Build Out Growth	2021 Employment	2051 Employment Build Out	2021 to Employment Build Out Growth
Aldershot Go	1,100	14,603	13,503	1,090	2,595	1,505
Appleby GO	1,140	8,471	7,331	6,390	18,176	6,176
Downtown Burlington UGC/ Burlington GO	1,670	11,212	11,082	2,680	8,376	11,786

Source: Major Transit Station Area, Area Specific Planning Project Interim Report (2021)  
 Note: The population and employment projections will evolve and are subject to change as the MTSA ASP project is finalized.

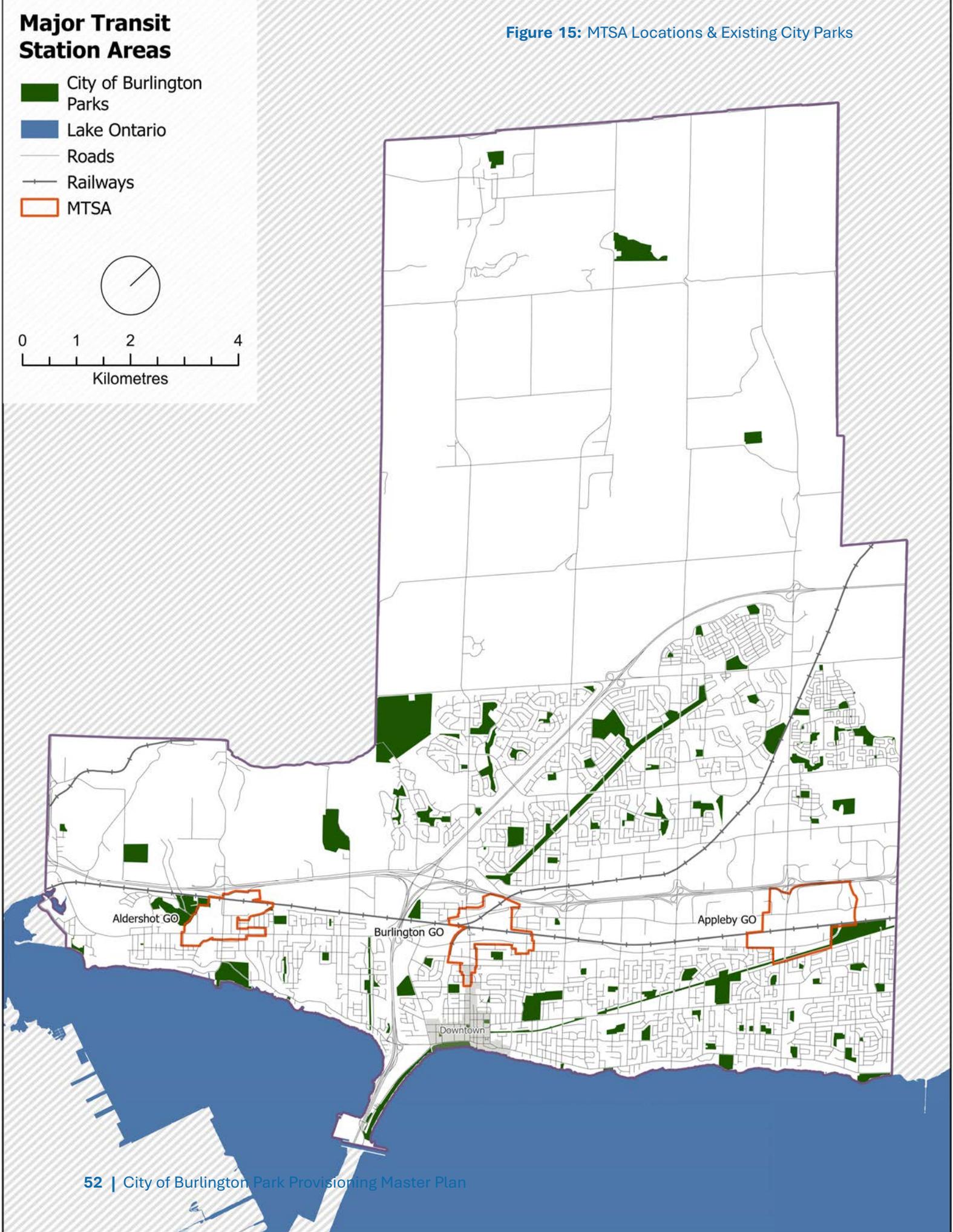
**Table 8: MTSA Current Parks Provision Service Level (2021 Population)**

MTSA	Parks Area (Sq. M.) Per Person within 400m
Aldershot Go	54
Appleby GO	305
Downtown Burlington UGC/ Burlington GO	19

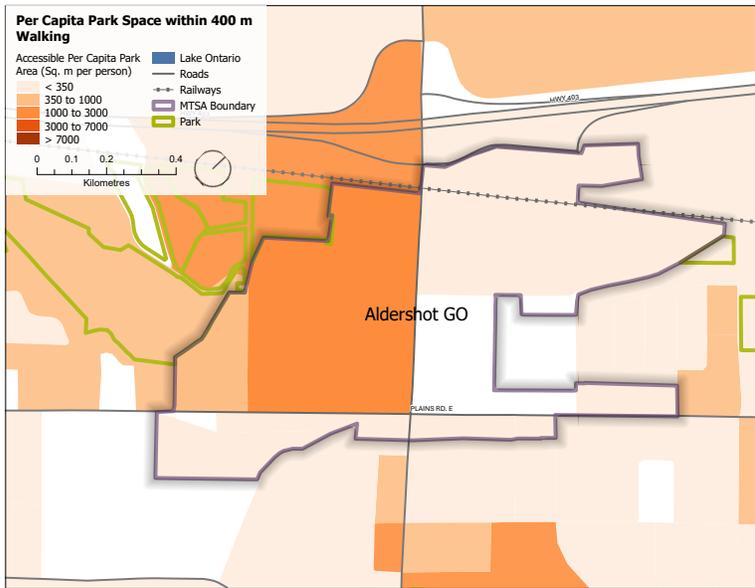
# Major Transit Station Areas

Figure 15: MTSA Locations & Existing City Parks

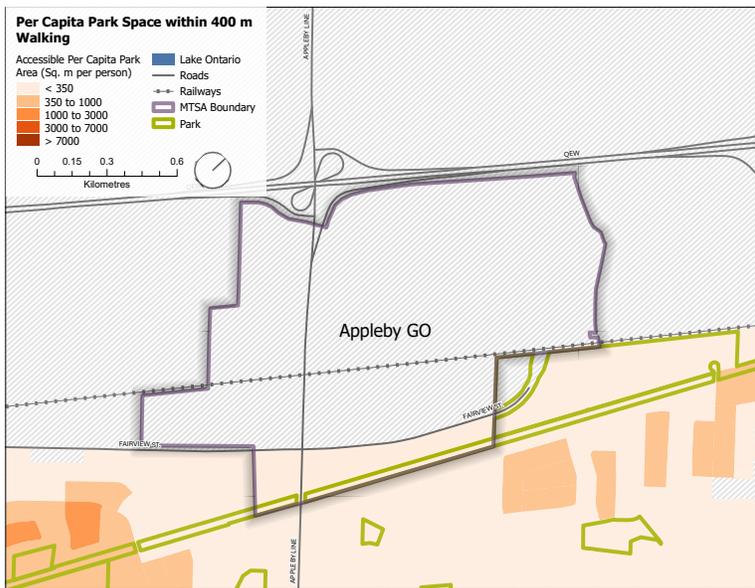
- City of Burlington Parks
- Lake Ontario
- Roads
- Railways
- MTSA



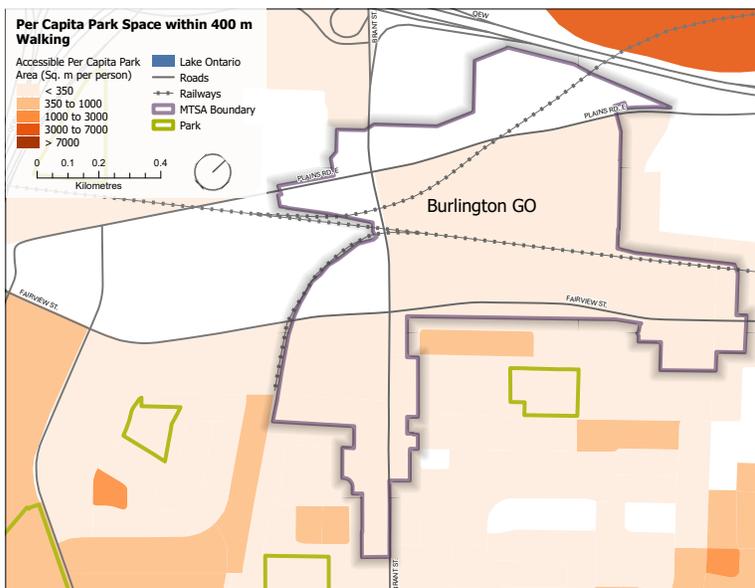
**Figure 16: Accessible Park Area Per MTSA**



The figures and tables illustrate that the Aldershot GO MTSA is projected to accommodate the most residential growth to 2051 of Burlington’s identified MTSA’s. Aldershot is also in a relatively strong position to support the increase in population and density to 2051 from a parks perspective. This MTSA is currently well served with parks available within 400m walking distance of the area.



The Appleby GO MTSA is planned to retain and strengthen its existing function as an employment centre, with the number of jobs within the area forecasted to increase three-fold over the next thirty years. Appleby GO MTSA does also include some significant growth in residential units as well. Of the three MTSA areas, Appleby is statistically the best served by park space today, with a substantial amount available adjacent to the MTSA boundary and within 400m of the area. However, as the map on the left shows, this is primarily due to a low number of existing residents within the existing, pre-build out MTSA. However, the significant number of amenities and space available at Sherwood Forest Park is the key driver to this high level of service. Leveraging the abundance of accessible park space will be an important feature to highlight to attract new employment-based and mixed-use development to this MTSA. Along with future park dedication through redevelopment applications, Appleby should be well suited to support both the daytime needs of workers for gathering and relaxation, as well as the multi-purpose role parks play for nearby residents.



The Downtown Burlington UGC/Burlington GO MTSA is also identified to be the location of substantial population growth, with a greater allocation of employment and jobs than Aldershot to 2051. However, unlike Aldershot, Downtown Burlington UGC/Burlington GO MTSA’s current parks service level is already constrained, and this will likely be exacerbated by increasing intensification of the area. It can also be expected that existing parks within the area, such as Optimist Park, will see increased use due to an increase in the park’s use and visitation catchment. Therefore, strategic placement of new parkland within this MTSA and the Downtown urban growth centre will be critical to ensure the

growing city centre community has accessible and multifunctional park space. This will require taking parkland dedication and conveyance as land wherever feasible through redevelopment of the area, and potentially employing some of the alternative parkland acquisition options (e.g. POPS, Strata, Partnerships, etc.) as identified in previous sections.

## 7.2 Next Steps: MTSA Parkland Provision Analysis at Build-Out

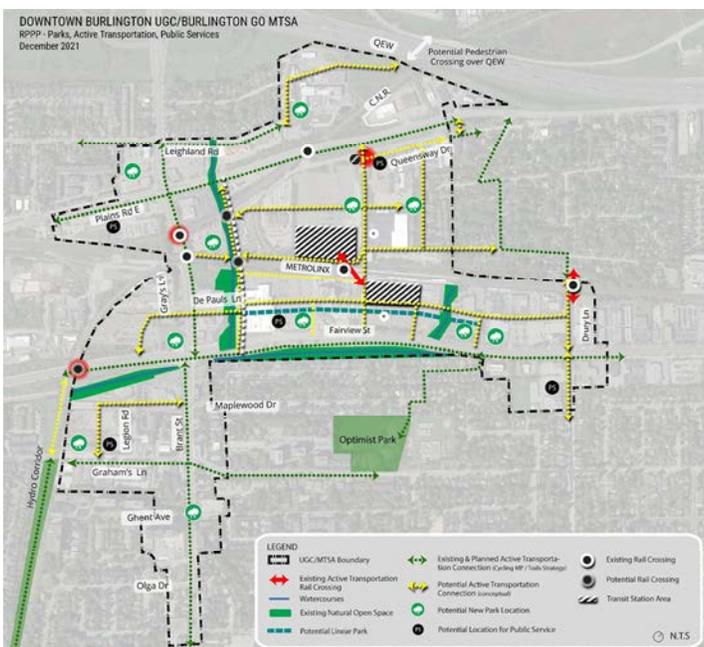
With the review of the current state of each MTSA complete, including the development of a thorough understanding of the preferred precinct plans and associated helpful insights from City staff, the next step is to conduct an analysis to determine the maximum amount of parkland the City can reasonably expect to receive as land at each MTSA through complete build-out to 2051+. The maximum possible amount of parkland dedication will be calculated using both the standard percentage of net developable land rates for residential and non-residential developments (i.e. S. 42.1 of the Planning Act), as well as the alternative rate of one hectare per each 300 residential units (i.e. S. 42.3 of the Planning Act), where applicable.

Given that the area specific plans and zoning bylaw updates will not be approved and available in time for incorporation by this project, additional analysis is required to determine the specific net (re)developable lands and unit density forecasts within each MTSA based on available planning information (e.g. land use, building heights) in the Interim Report, as well as GIS data and latest aerial imagery from the City. Currently known or identified future parks within the MTSA's will also be considered in this analysis.

In order to forecast the maximum, reasonable amount of residential units per developable parcel in accordance with each precinct's proposed land

use, a high-level estimation of units per type of built form will be assessed. The high-level unit estimation will determine which parkland dedication rate that could apply. The analysis will be informed by spatial analysis of each MTSA's net developable lands and the typical units per floor plate and floor-area ratios of similar types and scales of development found recently in the GTHA. These estimations will be right-sized to the types and scales of development envisioned in the recommended preferred MTSA precinct plans (e.g. low-rise, mid-rise, high-rise and mixed use). To supplement this analysis, a policy scan will be conducted to identify neighbouring, comparable municipalities that have identified approximate unit density ranges per hectare by scale of redevelopment, such as the City of Hamilton. To ensure the number of units is properly aligned with the forecasted population at build-out for each MTSA, persons per unit (PPU) estimates will be used that align with City Planning staff expertise and the in-progress Development Charges Study (i.e. 1.5 PPU for mid to high density development), and the MTSA Area Specific Planning Project Interim Report (i.e. 1.2 PPU).

Based on the results of this analysis, and viewed together with the current state parks service level, recommendations will be provided in the final report regarding park provision priorities and strategies for each MTSA. This will include a review of the proposed park placement within each MTSA (from the recommended preferred precinct plans), types of parks and configurations that should be considered as each MTSA develops, and where further parkland acquisition through alternate means may be required to properly service the forecasted population.



# 8 | Next Steps

This progress report provides a summary of background information and current parkland service levels reviewed and analyzed to date. This summary provides an opportunity for stakeholders and Administration to provide feedback on the methodology, identify additional points of interest and to request clarification.

The next steps for the PPMP will include the following:

- Growth gaps and needs assessment - Examine the 2041 forecasted parkland service levels to illustrate gaps and develop long-term parkland provisioning recommendations.
- Parkland provision priorities – Parkland supply and location priorities and strategies will be developed and recommended for city-wide, MTSAs and growth corridors. Each area’s priorities will be developed to address identified gaps for the different areas. They will include a consistent but not identical approach to decision-making about future parkland dedication requirements for each of the above mentioned areas.
- Park Access – Potential infrastructure solutions will be explored and recommended where park catchments would be greatly improved. The solutions could include linear park connections, pedestrian and cycling bridges, and sidewalk and pathway connections.
- Parkland in Employment Areas – Parkland gaps in the employment areas will analyzed and reported on. While cash-in-lieu has been the priority for non-residential lands, parkland dedication within the employment lands can serve as valuable linear connections to residential communities, help achieve other goals identified in the Official Plan such as climate mitigation, mobility choice, healthy communities, etc. A deeper understanding of gaps in employment areas will be undertaken.
- Inclusion of school and quarry lands into the open space analysis to highlight strategic locations where school land fills gaps in the parkland service levels.

- Review the Cootes to Escarpment EcoPark System lands and possible additions to improve system connectivity as well as fulfill City priorities to secure natural park lands that also provide recreational amenity and services.

The final Park Provisioning Master Plan will be delivered in September 2022.