



**SUBJECT: Parks, Recreation and Cultural Assets Master Plan**

**TO: Community Planning, Regulation & Mobility Cttee.**

**FROM: Recreation, Community and Culture**

Report Number: RCC-03-23

Wards Affected: all

File Numbers: 901-02

Date to Committee: March 28, 2023

Date to Council: April 18, 2023

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### **Recommendation:**

Receive and file recreation, community and culture department report RCC-03-23 providing information on the Parks, Recreation and Cultural Assets Master Plan update.

### **PURPOSE:**

#### **Vision to Focus Alignment:**

- Increase economic prosperity and community responsive city growth
- Support sustainable infrastructure and a resilient environment
- Building more citizen engagement, community health and culture

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### **Background and Discussion:**

#### **2009 Parks, Recreation and Cultural Assets Master Plan**

In December 2009, Council approved the Parks, Recreation and Cultural Assets Master Plan (PRCAMP), a document providing a 20-year strategic framework for the development and enhancement of parks, recreation and cultural facilities and services. The Plan has been used to guide city capital budgets, development charge studies, and overall, to enhance our services and meet the needs of our growing and changing community.

Excellent progress has been made in the implementation of the 2009 PRCAMP across all service areas including parks, sport, recreation, and culture. Some projects may have been slightly adjusted along the way in terms of scope, budget and timing as circumstances dictated, but by-and-large, most recommended projects were completed, and others are in progress. Notable projects completed over the last twelve years include:

#### Recreation Facilities

- ✓ Haber Community Centre
- ✓ Mountainside Recreation Centre Revitalization
- ✓ Angela Coughlan, Centennial and Aldershot Major Pool Renewals
- ✓ Nelson Outdoor Pool and Splash Park Re-Build
- ✓ Central Arena Renovations and Accessibility Upgrades
- ✓ Skyway Community Centre and Arena Re-Build (in progress)
- ✓ Mountainside Outdoor Pool Re-Build (in progress)
- ✓ New Community Centre (former Bateman H.S. – in progress)

#### Parks


- ✓ City View Park Development Phase 1
- ✓ Sherwood Forest Park Renewal Phase 1
- ✓ Norton Park and Alton Neighbourhood Park Developments
- ✓ Burloak Park Re-development (ongoing)
- ✓ Lowville Park Enhancements
- ✓ New Splash Pads, Skateparks, Leash Free Parks and Community Gardens
- ✓ Community Trails Strategy and Implementation
- ✓ Beachway Park Master Plan
- ✓ LaSalle Park Marina Wavebreak

#### Cultural Facilities

- ✓ New Haber Branch Library
- ✓ Appleby Branch Library Relocation to new Community Centre (former Bateman H.S. - in progress)
- ✓ Joseph Brant Museum Expansion
- ✓ Cultural Action Plan
- ✓ Public Art Initiatives

### Strategy/process

Over the past year, staff have worked on the Parks Provisioning Master Plan which is now complete and tabled for Council's consideration. The next important piece of work is the update of the 2009 PRCAMP. Both initiatives are critical in shaping the future of parks, recreation and cultural services. The table below explains the difference between the two master plans at a high level.



Initiative	Focus	Timeline
Parks Provisioning Master Plan (PPMP)	Parkland service level (land base needs). Goal to ensure adequate public greenspace for future generations.	Completed March 2023
PRCAMP Update	Determine long term needs for new recreational facilities as well as revitalization and enhancement of existing assets.	Q2 2023 to Q2 2024

The following sections of this report provide information about the scope and approach for the PRCAMP Update. Staff will ensure that the PRCAMP and PPMP are strategically aligned. Overall, the goal of the PRCAMP update is:

To provide a 20-30 year strategic framework for the development and enhancement of city parks, recreation and leisure services that will contribute to the health, well-being and quality of life for all citizens of Burlington. The plan will be driven by existing and forecasted data, influenced by community needs, and informed by industry leading best practices.

### Strategic Context for the PRCAMP Update

The 2009 PRCAMP has guided the city well over the years, however, with the changing landscape of the city, it is timely to re-evaluate community needs and priorities for parks, recreation and cultural services for the next 20-30 years. The biggest change is the projected growth of the City through the intensification policies of the City and Regional Official Plans. Under these plans, the city will grow to over 260,000 by 2051. In comparison, the 2009 PRCAMP was based on a build out population of under 200,000 by 2031 as per the Region's "Best Planning Estimates" at the time. This projected growth will have a significant impact on parks, recreation and cultural services.

Other strategic factors that will be considered as part of the PRCAMP Update include:

- Shifting demographics and a desire for an age friendly and inclusive community
- New trends and needs for recreation and leisure services
- Impacts of new provincial legislation on funding for recreation services
- Land availability for more facilities and services
- Optimizing the capacity and functionality of existing assets and resources
- Striving for accessible and affordable services
- Achieving a balanced array of recreational opportunities and services
- Financial pressure of maintaining existing assets while planning for new facilities
- Changing attitudes on recreation participation due to pandemic and economic factors
- Exploring partnerships and available community resources to meet community recreational needs
- Establishing appropriate and achievable service levels to meet community needs and expectations
- Assessing the involvement of the private sector in recreation service delivery
- Alignment to other corporate policies and plans including the Framework for Community Recreation, Parks Provisioning Master Plan, Urban Forest Master Plan, Integrated Mobility Plan, Climate Action Plan, Asset Management Plan, Cycling Master Plan, Community Trails Strategy, Vision to Focus.
- Provision of services in the Aldershot, Burlington and Appleby Major Transit Station Areas (MTSA's). These new compact urban communities will account for a large portion of the city's overall growth and will require creative new ways of integrating meaningful and accessible recreational services for residents and employees. Convenient access to high quality local parks and diverse recreational opportunities is a key attribute of the "complete and healthy community" concept which is our vision for the MTSA's. This will be a significant focus for the PRCAMP Update.

## **PRCAMP Scope**

The PRCAMP Update will determine the need for new city recreation and leisure facilities as well as revitalization of existing assets for a 20-30 year period. The facility types that will be reviewed as part of the master plan study are listed in the table below, however other needs may be identified.

Indoor Facilities	Outdoor Facilities
<p><b>Recreation:</b></p> <ul style="list-style-type: none"> <li>▪ Arenas/Ice Pads</li> <li>▪ Indoor Pools</li> <li>▪ Multi-Use Community Centres (gymnasiums and multi-purpose rooms)</li> <li>▪ Age-Specific Program Centres (Seniors and Youth Centres)</li> </ul> <p><b>Culture:</b></p> <ul style="list-style-type: none"> <li>▪ Smaller Cultural Program Centres (Music Centre, Student Theatre)</li> <li>▪ Integrated cultural components &amp; uses within multi-use community centres</li> </ul>	<p><b>Parks:</b></p> <ul style="list-style-type: none"> <li>▪ Sports Fields</li> <li>▪ Playgrounds</li> <li>▪ Tennis Courts</li> <li>▪ Pickleball Courts</li> <li>▪ Basketball/Multi-Purpose Courts</li> <li>▪ Skate Parks (major and minor)</li> <li>▪ Splash Pads (major and minor)</li> <li>▪ Outdoor Pools</li> <li>▪ Outdoor Skating</li> <li>▪ Leash Free Dog Parks</li> <li>▪ Community Gardens</li> <li>▪ Bocce</li> <li>▪ Disc/Frisbee Sports</li> <li>▪ Fitness Equipment</li> <li>▪ Park Amenities (water fountains, shade, seating, washrooms, and park lighting)</li> <li>▪ Event/Festival spaces</li> <li>▪ Casual open spaces</li> <li>▪ Other emerging needs (Cricket)</li> </ul>
Types of Recommendations	
<ul style="list-style-type: none"> <li>▪ Service Level Targets (e.g., 1 ice pad per x thousand residents)</li> <li>▪ New Facility Needs (location, timing, cost, prioritization)</li> <li>▪ Major Renewal/Revitalization/Expansion (timing, cost, prioritization)</li> <li>▪ Facility Re-Purposing (timing, cost, prioritization)</li> <li>▪ Partnership Initiatives</li> <li>▪ Facility Consolidations (e.g., arena twinning, library/community centre mergers)</li> <li>▪ Facility Leases</li> <li>▪ Leveraging available community resources and assets</li> <li>▪ Strategic Acquisitions (land and facilities)</li> <li>▪ New policies, strategies, and standards</li> </ul>	

While the PRCAMP Update will be a comprehensive study, there are a number of items that will be out of scope since these items have their own focused planning and business processes.

Out of Scope:

- × Routine life cycle renewal (e.g., flooring, roof, mechanical components).
- × Trails – Community Trails Strategy will be refreshed in 2025.
- × Cycling – Cycling Master Plan recently approved.
- × Major Cultural Venues – The city is well served in this area through significant investments over the past 10-15 years.
- × Municipal Golf Course – Subject to specific business reviews
- × Heritage Buildings – E.g., LaSalle Pavilion, Paletta Mansion. Require focused business reviews.
- × Joint Ventures – These community driven initiatives accommodate specialized recreational interests and programming, over and above the City's typical service provisions. Joint Venture initiatives are evaluated on a case-by-case basis. The City will be undertaking a broad governance accountability review of city-affiliated service organizations including Joint Ventures (JV) and Agencies, Boards and Commissions (ABC).

### PRCAMP Work Plan

The following table provides a high level workplan for the PRCAMP Update.

Phase	Work Activities
<b>Project Planning</b> Q1 2023	<ul style="list-style-type: none"><li>○ Data collection</li><li>○ Project Structure – Steering Committee, Project Team</li><li>○ RFP – Hire Planning Consultant</li></ul>
<b>Situation Analysis</b> Q2 2023	<ul style="list-style-type: none"><li>○ Review relevant policies and plans</li><li>○ Review current levels of service and benchmark with other municipalities</li><li>○ Assess non-municipal recreation services in the city</li><li>○ Assess functionality, capacity and utilization of existing city facilities</li><li>○ Review current demographic profile</li><li>○ Review development and population growth forecasts</li><li>○ Review trends in recreation and leisure participation and facility development</li><li>○ Understand partnership models that support service delivery</li></ul>

Phase	Work Activities
<b>Community Engagement</b> Q3 to Q4 2023	<ul style="list-style-type: none"> <li>○ Community and user group surveys</li> <li>○ Stakeholder focus groups</li> <li>○ Public Information Centres</li> <li>○ Council interviews, workshop</li> <li>○ Identification of key findings and strategic themes</li> </ul>
<b>Plan Development</b> Q4 2023 to Q2 2024	<ul style="list-style-type: none"> <li>○ Develop recommendations and strategies</li> <li>○ Internal review and consultation</li> <li>○ Prepare reports</li> <li>○ Opportunity for public review and comment</li> <li>○ Seek Council approval</li> </ul>

As a head start to this project, work has already started on various tasks in the Situation Analysis Phase including data collection and an analysis of current service levels, capacity, utilization, and distribution of existing recreational assets.

### Next Steps

Staff are in the process of retaining a multi-disciplinary consulting team to lead this project. The award of the contract is anticipated in early April. All data and background research work completed to date will be handed over to the new consultant.

### Options Considered

N/A

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## Financial Matters:

### Total Financial Impact

The PRCAMP Update will determine the need for new city recreation and leisure facilities and revitalization of existing facilities to continue to reflect the community programming needs over a long-term horizon of 20-30 years. The PRCAMP will come forward in 2024 with a prioritization of capital needs, associated costing, and timing. Staff will be reporting back on the City's multi-year community investment plan (MCIP) in Q4 2023 to include completed master plans to date (PPMP, Integrated Mobility Plan, Fire Master Plan, Transit Master Plan), and overview of funding options resulting from BMA Health report, Bill 23 Impact Analysis, new park dedication by-law, CBC and DC updates, etc. The MCIP will provide a preliminary financing strategy to assist in meeting

the objectives of the master plans completed to date and will set the stage for financing future master plans, such as the PRCAMP which is scheduled for completion in 2024. The MCIP will continue to be refined to encompass changes to investment opportunities subject to completion of master plans, funding opportunities and city priorities.

### **Source of Funding**

The PRCAMP Update has an approved budget of \$200,000 in capital account PR0205 (Parks and Open Space). Most of the budget will be used for consultant fees. Other minor expenses include advertising, mail-outs, printing, and meeting expenses.

### **Other Resource Impacts**

The master plan will involve staff from many Departments on various committees and teams including:

- Recreation, Community and Culture (\*Lead Department)
- Engineering Services (Parks Design and Construction, Asset Planning, Geomatics)
- Finance
- Roads, Parks and Forestry
- Corporate Communications and Engagement
- Community Planning

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### **Climate Implications**

The impacts of climate change will be considered carefully as part of the PRCAMP Update. New weather patterns are certainly affecting recreational services including more rain and extreme storms, heat waves, higher UV index, and milder winters. The need for more shade and shelters, water fountains, water play features to cool off, better field drainage, more reliable playing surfaces like artificial turf, and refrigerated outdoor skating surfaces are potential responses to climate change.

Of course, the PRCAMP will align with the Council approved Climate Action Plan and our commitment to reducing our carbon footprint by building more efficient - low carbon buildings, using renewable energy, accommodating electric powered vehicles and equipment, improving recycling practices, reducing the use of paper for promotional material and other strategies and practices.

Finally, the protection and enhancement of green spaces and vegetation is also critical in reducing the urban heat island effect, slowing stormwater runoff and erosion, improving air quality, supporting local biodiversity and urban wildlife. All of these



important environmental considerations will be taken into account as part of the PRCAMP Update.

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### **Engagement Matters:**

A robust community engagement program will be implemented to get the broadest community perspectives on sport, recreation and cultural service needs. The engagement program will be finalized once the successful consultant is selected. A communication plan will be developed to support the engagement program and ensure a high level of community awareness of the master plan initiative and opportunities for getting involved. The consultant and staff will work closely together to ensure that the engagement program is convenient and accessible, provides fair and balanced representation of community needs and interests and carefully manages community expectations. Council will be made aware of all community engagement opportunities before the public is notified. The PRCAMP community engagement will also help to inform the programmatic direction, use and functional design of the former Bateman H.S. Community Centre, and ensure that it aligns with broader community needs for recreation, arts and cultural programs and services.

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### **Conclusion:**

A comprehensive review and update of the 2009 Parks, Recreation and Cultural Assets Master Plan is getting underway. The master plan will provide a 20-30 year strategic framework for the development and enhancement of parks, recreation and cultural facilities. An RFP is being conducted to select a qualified consultant. This report provides general information on the scope and methodology for the PRCAMP Update. Once completed, the updated master plan will inform our multi-year community investment plan, future capital budgets and development charge reviews. Ultimately, the master plan is a document that aspires towards a healthy, active and vibrant community for the future.

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Respectfully submitted,

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**Report Approval:**

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Counsel.