



The Corporation of the Town of Milton

Report To: Council

From: Barbara Koopmans, Commissioner, Development Services

Date: April 12, 2021

Report No: DS-024-21

Subject: Public Meeting and Initial Report - Town Initiated Official Plan Amendment - Park and Recreation Strategy (Town File: LOPA-02/21)

Recommendation: THAT Report DS-024-21 be received for information.

EXECUTIVE SUMMARY

- This report presents a draft Town-initiated Official Plan Amendment for public input.
- The purpose of the amendment is to incorporate various updates to the Town of Milton's Official Plan to reflect the revised Park and Recreation Strategy and expand the use of the alternative park dedication rate to allow for low-density development.

REPORT

Background

On March 22, 2021, through Staff Report COMS-002-2021, Milton Council approved an updated Parks and Recreation Hierarchy and Provision Target that will assist the Town in planning for the full spectrum of the community's needs.

The strategy includes a target of 1.75 hectares of land per 1000 population for outdoor recreation facilities and park amenities, and will allow the Town to focus on acquiring unencumbered tablelands that are available for a range of uses. The target was confirmed to be reasonable through:

- Review of the Town's provision targets and outdoor facility service levels relative to comparator municipalities;
- Review of targets relative to the Town's past and existing inventory;
- Review and verification of outdoor facility sizes and associated lot coverage factors; and,
- Modelling the outdoor facility needs based on population projections.

The strategy also includes an updated Parks and Recreation Hierarchy that allows a range of distinct outdoor uses to be available for existing and future residents. This is especially

Background

important in communities like Milton where there is extensive growth within the urban boundary and an increase in intensification projects. The Parks and Recreation Hierarchy is intended to strike a balance between providing adequate distribution for new intensification areas while providing adequate facilities and amenities to meet the Town's overall needs.

As noted in COMS-002-21, next steps to the Park and Recreation Strategy include an update to the Official Plan to ensure a consistent policy framework that distinguishes the land requirements for outdoor recreation facilities from other outdoor public uses and passive activities such as active transportation networks, natural heritage systems, urban design features and/or public infrastructure/servicing.

Discussion

The proposed Official Plan Amendment provides for consistency with the updated Park and Recreation Strategy described above and supports the need for suitable, developable lands within the Park and Recreation Hierarchy. The proposed amendment enforces the community benefits made available by other lands for open space and passive, outdoor use by the public through separate provisions.

The proposed amendment also incorporates an updated Park and Recreation Continuum:

- Recreation facilities would consist of those areas that are programmed for the purposes of organized activity (community centres, arenas, baseball diamonds, soccer fields, etc.) including the areas required to support the related activities such parking and setbacks.
- Park amenities would include playgrounds, spray pads and skate parks, among other items, that are available for residents' physical activity and social needs.
- When combined with trail network and open space system features, these elements would provide for the spectrum of the community's needs.

Given the infrequency of Official Plan updates and their associated processes, the draft amendment allows for specific policies, provisions and standards to be established through the Park and Recreation Strategy. This would give the Town more flexibility in adjusting provision goals and requirements in tandem with intensification and other land use trends.

The draft amendment also expands the use of the alternative park dedication rate for low-density residential development, as permitted by the *Planning Act* to be either five percent of the proposed land or one hectare for every 300 dwelling units, whichever is greater. The existing Official Plan already provided for us of the alternative rate for medium and high density. The inclusion of low density as well will provide the Town further flexibility in ensuring the legislated tools available can be utilized to support the standards established by the community.



Discussion

Process

In order to approve an Official Plan Amendment, the *Planning Act* requires a public meeting to be held 30 days in advance of final consideration of the related by-law. A proposed by-law has been attached as Appendix A to this report for Council and the public. Notice of a statutory public meeting has been provided pursuant to the requirements of the *Planning Act* by publishing an ad in the Milton Canadian Champion on Thursday, March 11, 2021 and posted on the Town's website. With consideration of the feedback received through the public meeting, staff intend to present a final by-law for consideration by Council in May 2021.

It should be noted that the Town's broader and more comprehensive update process to the Official Plan (We Make Milton) continues concurrent to this Official Plan Amendment. That process is currently in the Big Questions stage, with the next update to Council expected later in 2021.

Financial Impact

Land acquisition in support of the uses described in the Official Plan Amendment presented in Appendix A can be funded from several potential funding sources depending on the utilization of that land. This can include dedications under the *Planning Act*, purchase of property with funds received through the cash-in-lieu of parkland, development charges, community benefit charges, or alternate sources as approved through annual capital budget process, donated lands or lease agreements.

For land dedication through the *Planning Act*, the Town currently utilizes the alternative rate of 1 hectare per 300 units when residential densities reach 15 dwelling units per hectare or greater. The proposed amendment to the Official Plan to allow for the expanded use of this rate in low density areas (in addition to medium and high density areas) will provide the Town greater flexibility as growth in the Town continues and housing types and design evolve.

Respectfully submitted,

Barbara Koopmans, MPA, MCIP, RPP, CMO
Commissioner, Development Services

For questions, please contact: Jill Hogan, MCIP, RPP Director of Policy & Urban Planning Phone: Ext. 2304

Attachments

Appendix A - Draft Official Plan Amendment



The Corporation of the Town of Milton

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CAO Approval
Andrew M. Siltala
Chief Administrative Officer

THE CORPORATION OF THE TOWN OF MILTON

BY-LAW NO. XX-2021

BEING A BY-LAW OF THE TOWN OF MILTON TO ADOPT AN AMENDMENT TO THE TOWN OF MILTON OFFICIAL PLAN PURSUANT TO SECTIONS 17 AND 21 OF THE *PLANNING ACT*, AS AMENDED, TO ADOPT AMENDMENT NO. XX TO THE APPROVED OFFICIAL PLAN (TOWN FILE: LOPA-02/21)

The Council of the Corporation of the Town of Milton, in accordance with the provisions of Sections 17 and 21 of the *Planning Act*, R.S.O. 1990, c. P.13, as amended, hereby enacts as follows:

1. THAT Amendment No. XX to the Official Plan of the Corporation of the Town of Milton, attached hereto, is hereby adopted.
2. THAT pursuant to Subsection 17(27) of the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, this Official Plan Amendment comes into effect the day after the last day for filing a notice of appeal, if no appeal is filed pursuant to subsections 17 (24) and (25). Where one or more appeals have been filed under Subsection 17 (24) or (25) of the said Act, as amended, this Official Plan Amendment comes into effect when all such appeals have been withdrawn or finally disposed of in accordance with the direction of the Land Use Planning Appeals Tribunal.
3. THAT in the event that the Regional Municipality of Halton, being the Approval Authority, has declared this Official Plan Amendment to not be exempt, the Clerk is hereby authorized and directed to make application to the Approval Authority for approval of the aforementioned Amendment No. XX to the Official Plan of the Town of Milton.

PASSED IN OPEN COUNCIL ON.....2021.

Gordon A. Krantz Mayor

Meaghen Reid Clerk

**AMENDMENT NUMBER XX
TO THE OFFICIAL PLAN
OF THE TOWN OF MILTON**

Subject: Parks and Recreation

**The following text constitutes
Amendment No. XX to the Official Plan
Of the Town of Milton**

March 2021

AMENDMENT NUMBER XX

TO THE OFFICIAL PLAN OF THE TOWN OF MILTON

PART I- THE PREAMBLE, does not constitute part of this Amendment

PART II- THE AMENDMENT, consisting of the following text constitutes Amendment No. XX to the Official Plan of the Town of Milton

DRAFT

PART I: THE PREAMBLE

THE TITLE

This amendment, being an amendment to the Official Plan to the Town of Milton shall be known as:

Amendment No. **XX** to the Official Plan of the Town of Milton

PURPOSE OF THIS AMENDMENT

The purpose of the amendment is to incorporate various updates to the Town of Milton's Official Plan to reflect the revised Park and Recreation Strategy and expand the use of the alternative park dedication rate for low-density development.

LOCATION OF THE AMENDMENT

The policies apply at a Town-wide scale.

DRAFT

Part II: THE AMENDMENT

Text Change 1:

Section 2.5 of the Town of Milton Official Plan be repealed and replaced as follows:

2.5 **COMMUNITY AND CULTURAL SERVICES**

The provision of community and *cultural* facilities is *essential* for the achievement of a strong and healthy community which provides for all aspects of human life. The *Town* is not involved in the provision and enhancement of all such services; however, where it is not directly involved it can assist in their provision and enhancement through its involvement with the appropriate agencies, groups and individuals.

2.5.1 **GOAL**

To ensure that a full range of community and *cultural* services is available to urban and rural residents within available financial resources.

2.5.2 **OBJECTIVES**

2.5.2.1 To provide and maintain a combination of recreation facilities, park amenities, trail networks, and open space systems that incorporate a full range of environmental, active and passive pursuits. These categories, along with examples of their related elements, are depicted in the continuum below.

Table 1: Park and Recreation Continuum

| Recreation Facilities | Park Amenities | Trail Network | Open Space System |
|--|--|---|---|
| - Arenas & Outdoor Rinks - Community Centres - Indoor/Outdoor Soccer Fields - Baseball Diamonds - Indoor/Outdoor Pools - Cricket Pitches - Indoor Cycling - Sport Domes - Etc. | - Playground Equipment - Spray Pads - Skateboard / BMX Facilities - Community Gardens - Developed Park Space - Etc. | - Trails - Hiking Paths - Bicycle Paths - Multi-use Trails - Linear Parks - Etc. | - Undeveloped Park Space - Passive Open Space - Woodlots - Ravines - Valley - Naturalized Areas - Natural Heritage System - Etc. |

Recreation facilities will consist of those areas that are programmed for the purposes of organized activity (community centres, arenas, baseball diamonds, soccer fields, etc.) including the areas required to support the related

activities such parking and setbacks. Park amenities include playgrounds, spray pads and skate parks, among other items, that are available for residents' physical activity and social needs. When combined with trail network and open space system features, these elements will provide for the spectrum of the community's needs.

- 2.5.2.2 To consider the role that Conservation Authorities also serves for residents of the Town as well as the Greater Toronto Area in planning for and delivering trail networks and open space systems, and collaborate accordingly.
- 2.5.2.3 To provide culture and library facilities that offer a diversity of experience for the public and special use groups, and to prepare and periodically update Culture and Library Master Plans for the *Town*.
- 2.5.2.4 To develop a trail network for the *Urban Area* that will link all *residential areas*, *employment areas*, the Central Business District and the *Town's* major open space system.
- 2.5.2.5 To ensure that the planning, location and design and programming of recreation facilities and park amenities is co-ordinated with the location of public and separate schools and other *community facilities* such as museums and day-care centres and that new *community facilities* are planned, located and designed such that they can be adapted readily to alternative and expanding *public uses* as the community's needs change.
- 2.5.2.6 To ensure that the design and construction of recreation facilities, park amenities, trail networks and open space systems address all safety considerations.
- 2.5.2.7 To provide sufficient fire services and facilities.
- 2.5.2.8 To accommodate the provision of cemeteries to meet long-term needs, in accordance with the *policies* of this Plan.

2.5.3 STRATEGIC POLICIES

PARK AND RECREATION HIERARCHY

- 2.5.3.1 The Town of Milton recognizes the importance of recreation facilities, park amenities, trail networks and open space systems in providing opportunities for health and fitness for all its residents. The existing and potential resources include the extensive, publicly-owned, natural open space areas which will form part of the Natural Heritage System. However, the focus of the areas which form part of the Natural Heritage System shall be on the protection of the *natural environment*. Linked with that system will be a Park and Recreation

Hierarchy that describes how recreation facilities, park amenities, trail networks and open space systems will be commingled and designed to provide the full range of active and passive activities.

- 2.5.3.2 The Park and Recreation Hierarchy intended for the *Town* will be defined through Park and Recreation Strategies approved periodically by Town Council. The Park and Recreation Hierarchy will also be used as a guide in the development of Secondary Plan areas and for the acquisition of land. This hierarchy includes lands developed primarily by the *Town*, such as Community, District and Neighbourhood Parks, as well as Village Squares, which will consist of a combination of elements from the Park and Recreation Continuum described above.

CULTURE AND LIBRARY SERVICES ACTION PLAN

- 2.5.3.3 The policies of the Town of Milton Official Plan, Secondary Plans, the Culture and Library Services Action Plan and other relevant studies such as stormwater management plans will be used as a basis for the location of culture and library facilities and the acquisition of lands for parks and recreation purposes in the *Urban Area*, as well as the rest of the *Town*.

OPEN SPACE LINKAGES

- 2.5.3.4 A fundamental concept underlying the *Town's* park and recreation system is the creation of an open space corridor system which will link land in both the Urban and Rural Areas and in the Natural Heritage System with other Open Space Linkages and to connect to open space systems in adjacent municipalities.

PARK AND RECREATION STANDARDS

- 2.5.3.5 The standards for the provision of land for park and recreation purposes will be defined through Park and Recreation Strategies approved periodically by Town Council.

NOISE AND LIGHT CONSIDERATIONS

- 2.5.3.6 The *Town* will ensure that high noise and light generating activities such as major lighted sports facilities are located away from the Natural Heritage System and residential *development* or are appropriately buffered.

RECREATION AND CULTURE FACILITIES

- 2.5.3.7 The *Town* will actively attempt to expand the supply and maintenance of recreation and culture facilities through partnerships with other groups and agencies and direct provision. Emphasis will be placed on maximizing the use of

existing facilities and services, as well as joint ventures and facility sharing with other agencies and groups.

- 2.5.3.8 Where adequate culture and recreation facilities cannot be provided due to lack of or limitations of existing facilities, time constraints or poor accessibility, the *Town* may consider the private *development* and provision of community centre services, in addition to any other facilities.

EDUCATION FACILITIES

- 2.5.3.9 The *Town* shall assess all possible options to ensure adequate land for park and recreation is provided where closure and sale of a school is proposed.

- 2.5.3.10 The *Town* will work with the Boards of Education to ensure the reservation of an adequate number and distribution of school sites and other *community facilities* throughout the municipality to accommodate the needs of the residents. These sites and facilities shall be planned and developed in accordance with the respective policies, practices and guidelines of the school boards.

- 2.5.3.11 The *Town* shall encourage the reservation and ultimate location of school sites adjacent to parks or other recreation facilities to allow for shared use of facilities and shall work with the Boards of Education to allow public use of school facilities. The *Town* shall also encourage the *development* of shared school buildings where feasible to maximize land and financial resources.

- 2.5.3.12 The *Town* shall consider the acquisition of all or a portion of any reserved school site that is not required by the School Boards so that the land can be used to maintain an identified open space network or provide some of the recreation facilities that would otherwise be provided at a school site.

COMMUNITY FACILITIES

Community facilities include facilities designed to meet the social and cultural needs of the residents including places of worship, daycare centres, museums, cultural centres or other similar uses. The *Town* will work with such organizations to ensure that provision is made for such facilities in appropriate locations to serve the residents' needs.

- 2.5.3.13 In determining appropriate locations for community uses, the *Town* shall have regard for the type of service provided by the facility, recognizing that some uses will serve a localized population, while others will serve the whole or large portions of the *Town*, as well as tourists and other visitors.

- 2.5.3.14 The *Town* shall provide for the location of *community facilities*

in the Secondary Plan process for the HUSP *Urban Area* and the Sustainable Halton Urban Area, in accordance with a community infrastructure plan based on the Region's Community Infrastructure Guidelines and, in particular, may provide for Worship Reserve sites. However, the *Town* shall encourage the shared use of buildings such as schools, places of worship and other similar facilities for more than one community use and encourage their design such that they can be adapted to alternative community uses as may be needed in the future.

LIBRARY FACILITIES/SERVICES

- 2.5.3.15 The *Town* shall ensure that all residents of the *Town* have access to public library services.
- 2.5.3.16 The Library system shall include the main library and branch libraries may also be provided to serve user demand. The *Town* may encourage branch library uses to be incorporated into other buildings such as commercial uses, schools or other similar facilities, in accordance with the *Town's* Library Master Plan.

HEALTH CARE FACILITIES

- 2.5.3.17 The *Town* shall work with the Milton District Hospital, the Halton Health Care Services, appropriate government and service agencies and the community to assist in providing the maximum level of health care service for the *Town*.
- 2.5.3.18 The *Town* shall encourage and support the establishment of facilities and programs which provide a comprehensive range of health care services which are accessible to all members of the community.

FIRE AND EMERGENCY SERVICES

- 2.5.3.19 The *Town* shall ensure the efficient and effective allocation of Fire Station sites and emergency services throughout the *Town*, in consultation with the Region of Halton Police and the Milton Fire Department and adjacent municipalities.
- 2.5.3.20 The *Town* shall consult with the Milton Fire Department with respect to the establishment of Fire Station locations. Such stations shall have convenient access to arterials, a close relationship to the intended service area and shall be integrated with the surrounding development, including appropriate architectural design and landscaping and buffering from residential buildings.
- 2.5.3.21 The *Town* shall not permit any new *development* in the HUSP *Urban Area* or the Sustainable Halton *Urban Area* which

cannot ultimately be provided with an acceptable level of fire protection service within a reasonable response time.

2.5.3.22 The *Town* shall ensure that adequate emergency access is provided throughout the *Town* for police, fire and other emergency vehicles.

2.5.3.23 Site Plans and Draft Plans of Subdivision will be reviewed to ensure that they are designed to accommodate fire prevention and timely emergency response.

Text Change 2:

Amend subsection 5.9.3.8 a) by adding the following text in bold:

5.9.3.8 The Town may require as a condition of development or redevelopment, the conveyance of land to the municipality for park purposes in accordance with the following standards:

a) Residential Uses:

Five percent of the proposed land or one hectare for every 300 dwelling units for a **low**, medium or high density residential development or redevelopment whichever is greater;

End of text