



# The Corporation of the Town of Milton

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Report To: Council

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From: Kristene Scott, Commissioner, Community Services  
Barbara Koopmans, Commissioner, Development Services

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Date: March 22, 2021

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Report No: COMS-002-21

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Subject: Re-classification of Parks Hierarchy and Changes to Parks and Recreation Provision Targets

**Recommendation:** **THAT** the Parks and Recreation Provision Targets as presented in Appendix A be adopted by Town Council;  
**AND THAT** the Parks and Recreation Hierarchy presented in Appendix B be adopted by Town Council.

## EXECUTIVE SUMMARY

- The purpose of this report is to re-classify Milton's Parks Hierarchy and make changes to Milton's Parks and Recreation Provision Targets in alignment with updated legislation and research.
- As follow up to recommendations contained in the 2015 Community Services Master Plan Update (CSMPU), the Town carried out a Parks and Recreation Study (2019) intended to review the parkland provision recommendations in the CSMPU in relation to industry standards, best practices, and external regulatory and policy frameworks impacting land use, land acquisition and funding strategies.
- The Parks and Recreation Strategy also reviewed the Town's existing standards and policies regarding land requirements, parks and recreation hierarchies and the associated typologies, provision methodology, and facility fit strategies.
- Due to several factors including changing Provincial legislation, the final presentation and adoption of the report was deferred.
- Content from the 2019 report completed by Brooks McIlroy has since been updated by staff and is presented in the appendices herein including:
  - Research of parkland models and a municipal sector comparison (see Appendix C)
  - Milton-specific context including the policy framework, existing inventory of parks and recreation space, design standards and programming considerations (see Appendix D)

## **EXECUTIVE SUMMARY**

- The recommended parks and recreation provision target of 1.75 hectares per 1000 people is based on a review of the facility needs related to the projected population and existing service levels designed to meet the needs of the community. This figure is intended for unencumbered tablelands that are suitable for outdoor recreation facility and park needs, and sizing excludes naturalized or hazard areas which were included in previous targets.
- To provide for the full spectrum of the community's needs, the Town will continue to acquire features such as woodlots, ravines, Natural Heritage Systems, buffers and trails through the development application process.
- Staff are seeking Council's approval to update parks and recreation provision targets at this time in order to complement the Development Charge Study and Official Plan Review updates
- Council will still review and approve the dedication of parkland through Secondary Plan approvals and Financial Agreements.
- The initial capital funding of the updated Parks and Recreation Strategy will rely on several sources as well as coordination throughout the secondary and tertiary planning processes for the new growth areas.
- The timing relative to the pace of growth, as well as the size of the resulting parkland, will also influence the degree of operating budget pressure that the Town should expect.
- For the purpose of this document, core parkland refers to unencumbered tablelands acceptable for a broad range of recreation and cultural pursuits.

## **REPORT**

### **Background**

In 2008, the Town of Milton approved its first Community Services Master Plan (CSMP). The Plan contained recommendations aimed at improving local parks, recreation, and cultural services. In 2015, after years of considerable growth and changes in the community, the Community Services Master Plan Update (CSMPU) was approved by Council, with the goal to better meet the changing socio-demographics of the Town's population. The CSMPU contained a number of recommendations regarding parkland provision standards set by the Town's Official Plan. Most significantly, the CSMPU recommended revising the Town's provision standard of 4.0 hectares of tableland per 1,000 population to 2.5 hectares of core parkland per 1,000 population.

Since the time of the CSMPU, a review was undertaken with the assistance of Brooks McIlroy that resulted in a draft Parks and Recreation Strategy being completed. As Provincial legislation was beginning to change, a request for Council approval of the

## Background

strategy was deferred. As those legislative changes have now occurred, staff have updated the 2019 draft and are presenting the updated Provision Targets and Parks Hierarchy recommendations to Council at this time.

While research and findings within the Parks and Recreation Strategy review overall best practices in provisions across southern Ontario, the detailed analysis of the Milton context focuses on core parkland as defined in the CSMPU.

## Discussion

### The Importance of Parks and Outdoor Recreation

Parks and recreation facilities play an important role in encouraging a healthy and active lifestyle by providing opportunities for physical activity, social interaction, and reducing stress.

The amenities available in a park or recreation facility tend to correlate with greater levels of physical activity and frequency of visits. The features in a park, such as organized recreation sports fields, play structures and courts, encourage higher levels of non-school physical activity in youth living near such facilities, and encouraged more frequent visits by residents.

Research suggests that parks also support social interaction and stress reduction. Parks and recreation facilities provide informal and formal opportunities for social interaction for both adults and children. Parks provide an area for communities to create and enjoy stronger social ties.

The importance of parks and recreation will remain constant as the Town continues to grow to its current growth target of 238,000 and beyond, and therefore a parks and recreation framework to guide that development is essential to the health and vibrancy of the community.

### Recommendations and Implementation

The following recommendations and implementation guidelines are intended to assist the Town in providing a system of core park types that meets the community's diverse and changing needs. The recommendations take into account research into comparator municipalities, the Town's outdoor recreation service level, the Town's outdoor facility types and feedback from staff and the consultant throughout the 2019 review process.

As Milton continues to intensify, the park system should be adaptable to reflect the Town's priorities to provide parks and recreation facilities that meet the community's outdoor recreational needs.

As recommended in the CSMPU, clear policy describing developable land that is able to accommodate a diverse range of outdoor parks and recreation facilities distinct from open space, will ensure that the Town aims for a Parks and Recreation Hierarchy of core park

## Discussion

typologies with site configurations, site acreages and a distribution that enables the Town to meet community needs.

### (a) Parks and Recreation Provision Targets

An updated Parks and Recreation Target of 1.75 hectares per 1000 population allocated through the Parkland Hierarchy is recommended for outdoor recreation and park facility uses. The provision target of 1.75 hectares core parkland per 1,000 population will allow the Town to focus on acquiring high quality developable core parkland within new urban developments. 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.

Appendix A to this report presents the updated Park and Recreation Provision Target subject to Council approval.

### (b) Parks and Recreation Hierarchy

A Parks and Recreation Hierarchy should allow a range of distinct outdoor recreation uses to be available for existing and future residents. This is especially important in communities like Milton where there is extensive growth within new neighbourhoods as well as an increase in intensification projects within the established urban area.

The Parks and Recreation Hierarchy is intended to strike a balance between providing adequate park distribution for new intensification areas while providing facilities and amenities to meet the Town's overall needs.

Core Park types within the Parks and Recreation Hierarchy are intended to be unencumbered tablelands that are suitable for outdoor recreation facility needs, and sizing excludes naturalized or hazard areas. Including only core park types within the hierarchy will allow the Town to focus on acquiring high quality land parcels. For the purposes of this update, staff is recommending 4 core park types:

- Community Parks
- District Parks
- Neighbourhood Parks
- Village Squares

The descriptions within the Parks and Recreation Hierarchy identify other factors to be considered in relation to park site locations. These factors include:



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- Approximate population served
- Programming requirements
- Potential modes of transportation to the park
- Suitable adjacent facilities

This will enable the determination of land dedication for a given study area to be informed by the area's unique characteristics, such as geographic distribution, catchment areas, and access.

Appendix B outlines the updated hierarchy in detail and includes direction regarding function, size, facility and population served to allow for differentiation between the core park typologies.

The use of a range for acreage in a park type allows for adjustment of park sizes during planning exercises to reconcile parkland distribution, user needs, and facility standards. The range and distribution was prepared by reviewing typical facilities available within each park type, and associated additional space requirements for uses such as parking, site drainage, circulation, and supplementary open space.

Acquisition of core land solely within secondary plan areas will remain a challenge. Therefore, the Parks and Recreation Hierarchy includes catchment areas and potential population triggers to measure service levels in new and existing communities. Catchment areas have been determined for the various park typologies based on reasonable walking and cycling distances. These will help assess the distribution of parks within new communities, while also ensuring accessibility. Catchment areas grow in size relative to park typology, as parks that are larger typically tend to have more facilities, and people are more likely to travel farther distances for these facilities. Catchment areas also assist to ensure adequate provision in instances where parkland is acquired outside of future secondary plan areas.

In order to be prepared for acquisition negotiations and be up to date with recreation trends and user needs, the Town will consider including detailed information about the updated Parks and Recreation Hierarchy within documents that are subject to more frequent revision than the Official Plan.

## Implementation

The draft Development Charge Background Study currently projects a population growth to buildout of 171,795 for the Town's existing boundary including the Sustainable Halton lands. Based on the recommended targets outlined herein, the parks and recreation needs to support this growth have been projected as presented in Appendix E and summarized below.

**Parks and Recreation Facility Needs for Population Growth of 171,795**

	Total Hectares Required	Hectares per 1,000 People
Outdoor Recreation Facilities	202	1.18
Parks Amenities	52	0.30
Miscellaneous Additional Space Requirements	25	0.15



Discussion

(10% all facilities, within all park types)		
Additional space requirements Village Square Passive Open Play	15	0.09
<b>Total</b>	<b>295</b>	<b>1.72*</b>

\*Note: Rounded to 1.75 for purposes of establishing a target.

Outdoor recreation facilities will consist of those areas that are programmed for the purposes of organized activity such as baseball diamonds, soccer fields and cricket pitches. 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 the trail network and open space system features, these elements will provide for the full spectrum of the Town's park and recreation continuum.

Criteria Framework

A framework of criteria should be used to assist in the selection and evaluation of parkland, both internal and external to secondary plan areas, based on the proposed Parks and Recreation Hierarchy, spatial requirements and design standards. This framework should be used through the secondary plan and development planning processes, as well as land acquisition discussions. Whenever possible, technical and background studies should be used to evaluate the suitability of potential sites for development of outdoor recreation facilities.

The key factors to confirm site suitability include, but are not limited to:

- Site access;
- Encumbrances;
- Environmental and natural heritage features;
- Topography;
- Servicing;
- Adjacent land uses; and,
- Connectivity

Facility fit studies and the review of parkland acreage and configurations at all stages of development planning and review will continue to be important in ensuring an interdepartmental understanding of land needs.

Distribution of Land

A number of secondary and tertiary plan studies will be completed within the Town in the near future. Each secondary plan program includes the conceptual distribution of parks and recreation land as one of the elements in a community structure plan. The proposed distribution of land is reflective of the character and urban form specific to that plan and its future neighbourhoods. As a result, the character and urban form identified through the planning program will impact the location and size of individual parks, and ultimately the functionality of each park site to accommodate outdoor recreation facilities. As the Town continues to expand, it is important to acknowledge that parkland, particularly as it relates

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to certain typologies and associated sizes, will not be distributed evenly across the urban area.

The secondary plan process and tertiary plans are opportunities to determine sites that provide the highest and best use for parks. This could be a strategic exercise, especially for the higher order park sites that require larger acreages, and connectivity by all modes of transportation. Given the multi-disciplinary nature of these processes, the conveyance of land can also be coordinated with the development phasing of the planning area to ensure that the development of outdoor recreation and park facilities will coincide with community needs. With respect to planning for a range of park types as identified in the CSMPU, it is important to be consistent in defining lands dedicated for park purposes as distinct from all other open space functions and conveyances, and to maximize the Town's opportunities for outdoor recreation on the lands it receives.

### Linkage to the Official Plan

Updates to the Official Plan should recognize the importance of parks and recreation facilities as part of a complete, healthy community and support the Town's ability to acquire suitable, developable lands for parks in accordance with the Parks and Recreation Hierarchy. The Official Plan should similarly recognize the community benefits made available by other lands for open space and passive, outdoor use by the public through separate provisions. Given the infrequency of Official Plan updates and their associated processes, the Official Plan policies should be of a more general and enabling nature and allow for specific policies, provisions and standards to be established through the Parks and Recreation Strategy. This will give the Town more flexibility in adjusting provision goals and requirements in tandem with intensification and other land use trends.

A first step towards approaching this growth is an update to the Official Plan to include a clear policy framework that distinguishes the land requirements for outdoor recreation facilities and functions as identified in the strategy outlined herein and distinct from other outdoor public uses and passive activities such as active transportation networks, natural heritage systems, urban design features and/or public infrastructure/servicing. This Official Plan update can also include a policy framework that enables the Town to provide passive recreational activities in open space areas where possible, as adjunct to the provision target.

Staff have prepared the required language for an Official Plan update, with anticipation of a public meeting in April 2021 and final presentation of the amendment in May 2021.

Subsequent updates, as required, to the Parks and Recreation Provision Targets and the Parks and Recreation Hierarchy through a master plan or service delivery plan of the Community Services Department can also be considered. The Town will also continue to review and update Town standards, policies and development processes, as required, to ensure that the quality, distribution and programming of the Town's park system, as intended through the Parks and Recreation Hierarchy and Outdoor Recreation Service Levels, are met. Further, these same standards and requirements should also apply to all

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lands proposed for acquisition for the purposes of meeting the Park and Recreation Provision. Finally, the Town will continue to consider partnership opportunities when available.

## Financial Impact

Land acquisition in support of the strategy outlined herein can be funded from a variety of potential funding sources including

- Dedications as conditions of development approvals in accordance with the provisions of the *Planning Act*,
- Purchase of property through funds received from either cash-in-lieu of required land dedications under the *Planning Act*, development charges, community benefit charges, or alternate sources approved by Town Council through the annual capital budget;
- Lands donated to the Town for park purposes;
- Leases and agreements to use certain lands for park purposes.

The *Planning Act* allows municipalities to require the conveyance of land for park purposes as a condition of development at several rates including:

- 5 per cent of the proposed land for residential purposes and 2 per cent for non-residential purposes;
- An alternate rate of one hectare for every 300 dwelling units for dedications;
- An alternate rate of one hectare for every 500 dwelling units for cash-in-lieu of dedication.

The Town of Milton currently applies the alternate dedication rate to medium or high-density development where the proposed residential development achieves a density of 15 dwelling units per hectare or greater. Recent analysis suggests that the Town may benefit from expanding the use of the alternate rate to low density development as well. This analysis will be further refined with the resulting recommendations presented to Council when an update to the parkland policies of the official plan is presented later in 2021.

The secondary and tertiary planning processes will continue to be essential to ensuring the Town is well positioned to execute the Parks and Recreation Strategy in order to satisfy the needs of a growing community. The resulting agreements with developers can establish the overall acreage quantum of land to be dedicated or funded, including the conceptual distribution of park locations by park type, as well as the timing and conditions of conveyance.

In addition to the initial capital costs, the implementation of the Parks and Recreation Strategy will also result in annual operating costs that will need to be incorporated into the



### Financial Impact

Town's budget. Although a portion of the cost can be mitigated through the user fees associated with certain uses (example - revenues from soccer, baseball, etc), many of the park amenities will require property tax funding.

The rate and pace of growth has a significant financial impact to the Town, as demonstrated through prior financial studies, the pressures identified through the annual budget process and the Town's existing infrastructure deficit. The most recent comprehensive fiscal impact study presented to Council through CORS-062-17 projected annual tax rate pressure of 5.26%. This analysis incorporated the expansion of park and recreation services to new growth areas based on the preliminary information available in the early stages of the planning process.

Also affecting this operating cost will be the size and composition of the parkland developed. Smaller park sizes such as village squares and neighbourhood parks result in a higher operating cost per acre as the economies of scale that are gained in district or community parks are foregone. Where planning for service in new growth or intensification areas focuses on smaller park sizes that are closer to residents, additional operational and budget pressures can be expected.

Respectfully submitted,

Kristene Scott  
Commissioner, Community Services

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

For questions, please contact:

Phone: Ext.

### Attachments

Appendix A - Recommended Parks and Recreation Provision Targets  
Appendix B - Recommended Parks and Recreation Hierarchy  
Appendix C - Models for Parks and Recreation and Municipal Comparison  
Appendix D - Milton Context  
Appendix E - Projected Parks and Recreation Needs

CAO Approval  
Andrew M. Siltala  
Chief Administrative Officer

## Recommended Parks and Outdoor Recreation Provision Targets

<b>Town of Milton Outdoor Recreation Service</b>	<b>Outdoor Reception Service Level</b>	<b>Land Area Required per Facility Sq.ft.</b>	<b>Lot Coverage Assumption</b> (multiplier to factor additional land requirements such as drainage, circulation, parking)	<b>Lot Size per Facility Sq.ft.</b> (Land Area Required multiplied by Lot Coverage Assumption)
<b>Outdoor Recreation Facilities</b>				
All Ball Diamonds	1:3800 population			
	Unlit each Nbhd	150,640	1.50	225,960
	Lit amt remaining X factor of 1.5 to assume addtl use hours	150,640	1.50	225,960
All Outdoor Soccer Fields	1:1800 population			
	Unlit each Nbhd	107,600	1.50	161,400
	Lit amt remaining X factor of 1.5 to assume addtl use hours	107,600	1.50	161,400
Multi-purpose Fields	1:85,000 population	150,640	1.75	263,620
Cricket Commons (regulation)	1:50000 population	354,425	1.50	531,638
<b>Park Amenities</b>				
Skateboard Areas				
	Major each Community	16,140	1.75	28,245
	Minor each District	10,760	1.50	16,140
Basketball / Multi-purpose Courts				
	Full Court each District, each Community	4,304	1.75	7,532
	Half Court each Nbhd	2,690	1.50	4,035
Tennis Courts	1:10000 population	6,886	1.75	12,051
Spray Pad				
	Major each District, each Community	9,684	1.75	16,947
	Minor each Nbhd	5,380	1.50	8,070
Unique Facility - sand volleyball (typic	1:20000 population	5,380	1.75	9,415
Outdoor Rink	1:57000 or by distribution	20,000	1.50	30,000
Playground Area				
	Major each District, each Community	20,444	1.75	35,777
	Minor each Village Square, each Nbhd	6,994	1.50	10,491
Community Garden	1:112,000	21,000	1.50	31,500
Off-Leash Areas	1:79500 population	107,600	1.50	161,400
Event Space	each Community Park	294,395	1.75	515,191
Picnic Area	each Community Park	75,348	1.75	131,859
Shade Shelters				
	Major each District, each Community	Assumed included in other amenity area		
	Minor each Village Square, each Nbhd			

<b>Park and Outdoor Recreation Provision Target (Hectares per 1000 people)</b>	
1.14	Outdoor Recreation Facilities
0.34	Park Facilities
0.15	Misc. Additional Space Requirements (10% all Facilities, within all Park Types)
0.09	Additional space requirements Village Square Passive Open Play
<b>1.72</b>	<b>Total*</b>

\* Rounded to 1.75 for purposes of establishing target.

**APPENDIX B  
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**Parks and Recreation Hierarchy**

<b>OUTDOOR FACILITIES REVIEW - Community Park</b>	Land Area Requirement	Parking Space Requirement per Facility	Parking Area Requirement	Lot Coverage Assumptions	Total Land Area Requirement	Quantity per Park (typ)	Avg Lands Required per Park
	sq ft	#	sq ft	#	sq ft	#	sq ft
<b>Outdoor Recreation Facilities</b>							
Major Ball Diamond - Unlit	150,640	30	9,000	1.50	225,960	-	-
Major Ball Diamond - Lit	150,640	30	9,000	1.50	225,960	2.00	451,920
Major Soccer Field - Unlit	107,600	30	9,000	1.50	161,400	-	-
Major Soccer Field - Lit	107,600	30	9,000	1.50	161,400	2.00	322,800
Multi-Purpose Field	150,640	30	9,000	1.75	263,620	-	-
Cricket Commons (Regulation)	354,425	4	1,200	1.50	531,638	1.00	531,638
<b>Park Amenities</b>							
Skateboard Area (Major)	16,140	-	-	1.75	28,245	1.00	28,245
Skateboard Area (Minor)	10,760	-	-	1.50	16,140	-	-
Basketball/Multipurpose Court (Full)	4,304	-	-	1.75	7,532	1.00	7,532
Basketball/Multipurpose Court (Half)	2,690	-	-	1.50	4,035	-	-
Tennis Court	6,886	4	1,200	1.75	12,051	2.00	24,101
Unique Facility	5,380	-	-	1.75	9,415	-	-
Outdoor Rink	20,000	-	-	1.50	30,000	-	-
Spray Pad (Major)	9,684	-	-	1.75	16,947	1.00	16,947
Spray Pad (Minor)	5,380	-	-	1.50	8,070	-	-
Playground Area (Major)	20,444	15	4,500	1.75	35,777	1.00	35,777
Playground Area (Minor)	6,994	15	4,500	1.50	10,491	-	-
Community Garden	21,000	-	-	1.50	31,500	-	-
Off-Leash Area	107,600	-	-	1.50	161,400	-	-
Event Space	294,395	-	-	1.75	515,191	1.00	515,191
Picnic Area	75,348	-	-	1.75	131,859	1.00	131,859
Shade Shelter (Major)	Assumed included in other amenity area	-	-	-	-	1.00	-
Shade Shelter (Minor)	Assumed included in other amenity area	-	-	-	-	-	-

	sq ft	sq m	ha
TYP FACILITY AREA REQUIREMENTS	2,066,010	191,938.59	19.19
MISC ADDTL SPACE REQUIREMENTS	10% Total ha		1.92

<b>Total Ideal Park Size</b>	
Outdoor Recreation Facilities	13.35
Park Facilities	7.76
<b>Total</b>	<b>21.11</b>

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**Parks and Recreation Hierarchy**

<b>OUTDOOR FACILITIES REVIEW - District Park</b>	Land Area Requirement	Parking Space Requirement per Facility	Parking Area Requirement	Lot Coverage Assumptions	Total Land Area Requirement	Quantity per Park (typ)	Avg Lands Required per Park
	sq ft	#	sq ft	#	sq ft	#	sq ft
<b>Outdoor Recreation Facilities</b>							
Major Ball Diamond - Unlit	150,640	30	9,000	1.50	225,960	-	-
Major Ball Diamond - Lit	150,640	30	9,000	1.50	225,960	1.11	250,816
Major Soccer Field - Unlit	107,600	30	9,000	1.50	161,400	-	-
Major Soccer Field - Lit	107,600	30	9,000	1.50	161,400	3.66	590,724
Multi-Purpose Field	150,640	30	9,000	1.75	263,620	0.22	57,996
Cricket Commons (Regulation)	354,425	4	1,200	1.50	531,638	-	-
<b>Park Amenities</b>							
Skateboard Area (Major)	16,140	-	-	1.75	28,245	-	-
Skateboard Area (Minor)	10,760	-	-	1.50	16,140	1.00	16,140
Basketball/Multipurpose Court (Full)	4,304	-	-	1.75	7,532	1.00	7,532
Basketball/Multipurpose Court (Half)	2,690	-	-	1.50	4,035	-	-
Tennis Court	6,886	4	1,200	1.75	12,051	0.77	9,279
Unique Facility	5,380	-	-	1.75	9,415	0.67	6,308
Outdoor Rink	20,000	-	-	1.50	30,000	0.22	6,600
Spray Pad (Major)	9,684	-	-	1.75	16,947	1.00	16,947
Spray Pad (Minor)	5,380	-	-	1.50	8,070	-	-
Playground Area (Major)	20,444	15	4,500	1.75	35,777	1.00	35,777
Playground Area (Minor)	6,994	15	4,500	1.50	10,491	-	-
Community Garden	21,000	-	-	1.50	31,500	0.11	3,465
Off-Leash Area	107,600	-	-	1.50	161,400	0.22	35,508
Event Space	294,395	-	-	1.75	515,191	-	-
Picnic Area	75,348	-	-	1.75	131,859	-	-
Shade Shelter (Major)	Assumed included in other amenity area	-	-	-	-	1.00	-
Shade Shelter (Minor)	Assumed included in other amenity area	-	-	-	-	-	-

	sq ft	sq m	ha
TYP FACILITY AREA REQUIREMENTS	1,037,091.94	96,348.99	9.63
MISC ADDTL SPACE REQUIREMENTS	10% Total ha		0.96

<b>Total Ideal Park Size</b>	
Outdoor Recreation Facilities	9.19
Park Facilities	1.41
<b>Total</b>	<b>10.60</b>

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**Parks and Recreation Hierarchy**

<b>OUTDOOR FACILITIES REVIEW - Neighbourhood Park</b>	Land Area Requirement	Parking Space Requirement per Facility	Parking Area Requirement	Lot Coverage Assumptions	Total Land Area Requirement	Quantity per Park (typ)	Avg Lands Required per Park
	sq ft	#	sq ft	#	sq ft	#	sq ft
<b>Outdoor Recreation Facilities</b>							
Major Ball Diamond - Unlit	150,640	30	9,000	1.50	225,960	1.00	225,960
Major Ball Diamond - Lit	150,640	30	9,000	1.50	225,960	-	-
Major Soccer Field - Unlit	107,600	30	9,000	1.50	161,400	1.00	161,400
Major Soccer Field - Lit	107,600	30	9,000	1.50	161,400	0.20	32,280
Multi-Purpose Field	150,640	30	9,000	1.75	263,620	-	-
Cricket Commons (Regulation)	354,425	4	1,200	1.50	531,638	-	-
<b>Park Amenities</b>							
Skateboard Area (Major)	16,140	-	-	1.75	28,245	-	-
Skateboard Area (Minor)	10,760	-	-	1.50	16,140	-	-
Basketball/Multipurpose Court (Full)	4,304	-	-	1.75	7,532	-	-
Basketball/Multipurpose Court (Half)	2,690	-	-	1.50	4,035	1.00	4,035
Tennis Court	6,886	4	1,200	1.75	12,051	-	-
Unique Facility	5,380	-	-	1.75	9,415	-	-
Outdoor Rink	20,000	-	-	1.50	30,000	-	-
Spray Pad (Major)	9,684	-	-	1.75	16,947	-	-
Spray Pad (Minor)	5,380	-	-	1.50	8,070	1.00	8,070
Playground Area (Major)	20,444	15	4,500	1.75	35,777	-	-
Playground Area (Minor)	6,994	15	4,500	1.50	10,491	1.00	10,491
Community Garden	21,000	-	-	1.50	31,500	-	-
Off-Leash Area	107,600	-	-	1.50	161,400	-	-
Event Space	294,395	-	-	1.75	515,191	-	-
Picnic Area	75,348	-	-	1.75	131,859	-	-
Shade Shelter (Major)	Assumed included in other amenity area	-	-	-	-	-	-
Shade Shelter (Minor)	Assumed included in other amenity area	-	-	-	-	1.00	-

	sq ft	sq m	ha
TYP FACILITY AREA REQUIREMENTS	442,236.00	41,085.07	4.11
MISC ADDTL SPACE REQUIREMENTS	10% Total ha		0.41

<b>Total Ideal Park Size</b>	
Outdoor Recreation Facilities	4.29
Park Facilities	0.23
<b>Total</b>	<b>4.52</b>

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**Parks and Recreation Hierarchy**

<b>OUTDOOR FACILITIES REVIEW - Village Square</b>	Land Area Requirement	Parking Space Requirement per Facility	Parking Area Requirement	Lot Coverage Assumptions	Total Land Area Requirement	Quantity per Park (typ)	Avg Lands Required per Park
	sq ft	#	sq ft	#	sq ft	#	sq ft
<b>Outdoor Recreation Facilities</b>							
Major Ball Diamond - Unlit	150,640	30	9,000	1.50	225,960	-	-
Major Ball Diamond - Lit	150,640	30	9,000	1.50	225,960	-	-
Major Soccer Field - Unlit	107,600	30	9,000	1.50	161,400	-	-
Major Soccer Field - Lit	107,600	30	9,000	1.50	161,400	-	-
Multi-Purpose Field	150,640	30	9,000	1.75	263,620	-	-
Cricket Commons (Regulation)	354,425	4	1,200	1.50	531,638	-	-
<b>Park Amenities</b>							
Skateboard Area (Major)	16,140	-	-	1.75	28,245	-	-
Skateboard Area (Minor)	10,760	-	-	1.50	16,140	-	-
Basketball/Multipurpose Court (Full)	4,304	-	-	1.75	7,532	-	-
Basketball/Multipurpose Court (Half)	2,690	-	-	1.50	4,035	-	-
Tennis Court	6,886	4	1,200	1.75	12,051	-	-
Unique Facility	5,380	-	-	1.75	9,415	-	-
Outdoor Rink	20,000	-	-	1.50	30,000	-	-
Spray Pad (Major)	9,684	-	-	1.75	16,947	-	-
Spray Pad (Minor)	5,380	-	-	1.50	8,070	-	-
Playground Area (Major)	20,444	15	4,500	1.75	35,777	-	-
Playground Area (Minor)	6,994	15	4,500	1.50	10,491	1.00	10,491
Community Garden	21,000	-	-	1.50	31,500	-	-
Off-Leash Area	107,600	-	-	1.50	161,400	-	-
Event Space	294,395	-	-	1.75	515,191	-	-
Picnic Area	75,348	-	-	1.75	131,859	-	-
Shade Shelter (Major)	Assumed included in other amenity area	-	-	-	-	-	-
Shade Shelter (Minor)	Assumed included in other amenity area	-	-	-	-	1.00	-

	sq ft	sq m	ha
TYP FACILITY AREA REQUIREMENTS	10,491	975	0.10
MISC ADDTL SPACE REQUIREMENTS	10% Total ha		0.01
PASSIVE OPEN PLAY AREAS		2,900	0.29

<b>Total Ideal Park Size</b>	
Outdoor Recreation Facilities	-
Park Facilities	0.11
Passive Open Play Areas	0.29
<b>Total</b>	<b>0.40</b>

## Models for Park and Recreation and Municipal Comparison

In order to benchmark Milton's provision practices and policies, a thorough review of current practices in parkland provisioning methodologies was conducted. This was done in tandem with a survey of over 19 municipalities across the Greater Golden Horseshoe area. The following section discusses the project team's findings and overviews general trends regarding parkland provision at the municipal level.

### Section 1. Models for Parkland Provision and Service Levels

Municipalities have developed multiple models for achieving adequate parkland provision and service levels. These include population distribution models (as Milton currently uses), catchment area models, and municipalities that use a combination of both.

#### 1.1 Population Distribution (Density)

The population distribution model is a quantitative approach most commonly applied as a numerical target stated as parkland area per (/) population. This approach is a popular tool used by North American jurisdictions, and is the predominant metric used by municipalities in Ontario.

In the Southern Ontario context, parkland provisioning is typically dictated through a municipality's official plan. For example in the Town of Milton, the Official Plan, Section 2.5.3.5 states that, "standards for the provision of parkland in addition to the Open Space Linkages, shall be based on the general provision of 4 hectares (10 acres) of tableland per thousand population." Section 2.5.3.5 also prescribes park typologies that are accepted as parkland. It is important to note that the population distribution model of parkland provisioning typically applies to all areas within municipal boundaries; it is not necessarily tied to a development or place. The reliance of quantitative benchmarking as the sole tool in determining parkland needs is no longer considered best practice by associations in the parks and recreation industry.

Quantitative approaches were first popularized in the early part of the 20th century by the U.S. National Recreation and Park Association (NRPA). The NRPA promoted a standard of 10 acres (4.05 hectares)/1,000 people in the Recreation, Park and Open Space Standards and Guidelines, but the origin of this number is not known. Today, the NRPA no longer recognizes a "one size fits all" approach to be appropriate and instead encourages a context specific approach through its NRPA Agency Performance Review.

The NRPA Agency Performance Review is a peer comparison report of over 1,000 park and recreation agencies across the United States between 2015 and 2017. As part of the Review, the NRPA enables municipalities to compare themselves by agency type; size and geographic region; employee and budget resource; and population density. With these metrics as an input, a municipality can better gauge the appropriate parkland provision required for their municipality based on comparable metrics rather than apply a uniform standard.

#### Summary:

- Quantitative benchmarking allows municipalities to understand and compare themselves to similar municipalities. This can provide a frame of reference for performance and a potential impetus for aligning with different policy measures and tools.
- Quantitative benchmarking is still the most widely used method of measuring parkland provision in Southern Ontario.

## 1.2 Catchment Areas (Geography)

An alternative approach to parkland provisioning is the use of catchment areas. A catchment area is a geographic area which is serviced by a given facility, such as a park. Applied to parkland, each individual park typology services a different catchment area size based on a reasonable distance of travel. Catchment areas have traditionally been established by distance irrelevant of topographic barriers and pathways (Figure 2.2.2-1). As such, catchment areas are often a circular buffer around a given facility. More recently with the advancement of GIS technologies, municipalities have been able to create catchment areas based upon actual walking distance, measured as a time or distance. Topographical barriers, such as slope and pathways connecting to the park, can be considered to increase the accuracy of the catchment area (Figure 2.2.2-2).

Typically, as the park size increases, the catchment area increases. This rationale is based on two assumptions. First, larger parks tend to have more space to accommodate facilities that offer a greater variety of leisure, recreation, and unique uses than smaller parks and thus act to attract a greater range of users. Second, people are generally more willing to travel greater distances for a park with more amenities. The Toronto Parkland Strategy recommends that this practice be used in tandem with quantitative provision rates.

Catchment areas established through walking distance is an updated tool in understanding parkland needs. It advances the understanding of the functionality of parkland assets by evaluating access to ensure greater equitability. Combined with other quantitative benchmarking, the tool may have broad municipal applications that help municipal parkland provision goals.

Implementation of catchment areas and related policies can be a challenge in municipalities with varying densities such as Milton. In the Milton context, catchment areas are most applicable to future growth areas which promote multi-modal connectivity and pedestrian facilities.

#### Summary:

- An updated catchment approach more accurately represents the actual population with access to each parkland asset.
- Accessibility issues to parkland assets can be better realized and improved upon using an updated catchment approach. Issues such as slope can be further considered when using this analysis.

- Challenges exist in implementing a catchment area based approach when population density varies across a municipality.

Figure 1.2-1 Traditional Circular Catchment Area

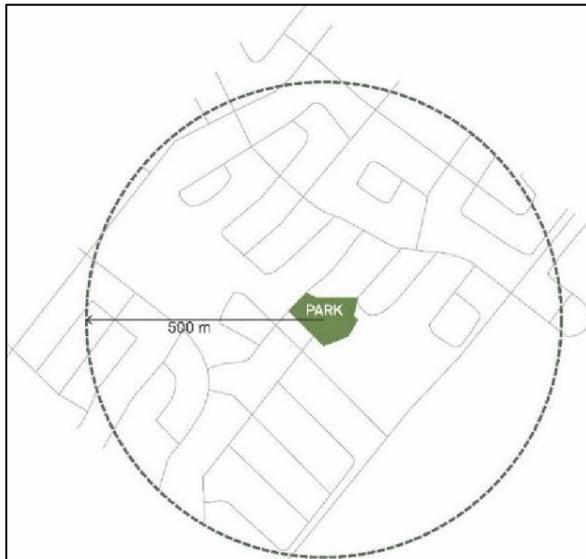


Figure 1.2-2 Actual Walking Distance Catchment Area



### 1.3 Combined Practices

Municipalities across the country are now adopting provision strategies that take into account both density and geography. The cities of Hamilton and Toronto, for example, define their parkland level of service by incorporating hectares per person calculations and minimum walking distances into their parkland hierarchy.

The City of Hamilton's Official Plan includes Parkland Standards and Park Classifications. Each Park Classification includes a numerical target and a minimum service radius per walking distance. For example, Neighbourhood and Community Parks have a provision rate of 0.7 hectares per 1,000 population and a minimum service radius/walking distance of 800 metres and 2 kilometres, respectively. Hamilton applies these targets at the secondary plan level when designating large blocks for parks. Distances between residential land uses and parks are measured in combination with the residential unit mix.

The City of Toronto's Phase 1 Parks Strategy updates the Park Acquisition Strategic Directions Report, 2001, and includes recommendations for an updated Measurement and Assessment Methodology for parkland. These recommendations include updates to the park classification system where the provision is measured by both a persons per hectare rate and catchment area. In Toronto, catchment areas are dictated by park typology, since typologies typically inform parkland functions and the capacity to accommodate amenities/infrastructure. As such, larger parks tend to have increased catchment areas. Local Parks, which are typically between 0.5 to 3.0 hectares have a catchment area of 1 kilometre, or a 10 minute walk. District Parks however, are typically between 5 to 15 hectares and have a catchment area of 3 kilometres or a 30 minute walk. To assess parkland needs, Toronto's Strategy also introduces a Park Catchment Tool to provide a more realistic understanding of parkland provision by accounting for actual travel distances between the populations served by a specific park.

A combined practice approach to the provisioning of parkland provides a more holistic means of ensuring the residents of a municipality have dependable access to parkland assets.

Toronto's Park Catchment Tool, although not a policy, may be an approach that can be utilized to better evaluate parkland in a municipality.

Table 1.3-1 Pros and Cons of Population Distribution Approach

<b>Strengths</b>	<b>Challenges</b>
Easily applied and measured: The quantitative method is a simple mathematical calculation.	Risk of arbitrary targets: Quantitative targets tend to be arbitrary and not based on scientific reasoning.
Provides an easily communicated goal: Numeric targets are easily understood by members of the public, staff, and decision makers.	Narrow focus: The act of meeting numerical targets fails to respond to context specific opportunities and issues such as location, access, quality, and demography.
	Inability to evolve: Once a numeric target is met, the demand to further invest in parkland may not continue.

Table 1.3-2 Pros and Cons of Catchment Area Approach

Strengths	Challenges
<p>Considers access: The catchment area model ensures reasonable access by walking to each park type. This may encourage greater, more equitable use of parks.</p>	<p>Difficult to compare: Benchmarking between municipalities may not be possible due to varying context.</p>
<p>Can be combined with quantitative benchmarking: Catchment areas based on actual walking distance can be combined with quantitative</p>	<p>GIS requirements: Not all municipalities have GIS capabilities to assess accurate</p>

## Section 2: Comparator Municipalities

During the process of developing the Parkland Provision Strategy, a total of 19 municipalities were researched and evaluated. In this section, common themes between municipalities are summarized.

### 2.1 Policy Practices

Approaches in the application of parkland provision policy varied between municipalities. Three emerging parkland provision policy typologies were most prevalent.

- **Parkland Provision Targets by Official Plan**

Most municipalities provide their parkland provision strategy through their official plan. Of these, the majority stated the provision strategy as a quantitative ratio. A small number included catchment area standards. Some municipalities defined how their parkland provision strategy could be met by specifying park typologies which counted towards their provision strategy, while others did not. Municipalities that did not specify parkland typologies, recognized under their parkland provision, commonly included language deferring policy to an additional master plan document to guide municipal parkland provision targets.

- **Parkland Provision Targets by Parks and Cultural Service Plans**

Parkland provision targets are also found in parks and cultural service plans of a number of municipalities. For example, Section 3.3.2(d) of the City of Burlington Official Plan states that parkland provided by the city is defined through their Parks, Recreation and Cultural Assets Master Plan. Further, it states that the Parks, Recreation and Cultural Assets Master Plan may be amended from time to time. Burlington's Official Plan does not state a parkland provision rate, but their Parks, Recreation and Cultural Assets Master Plan does provide a suggested figure.

The application of parkland provision targets through parks and cultural service plans enables staff to adjust parkland policies on a more frequent basis, which is useful for municipalities that have rapidly changing needs.

- No Parkland Provision Policy

Four municipalities surveyed did not include parkland provision policy in their parks and cultural service plan documents or official plan.

## 2.2 Defining Parkland and Park Typologies

Several themes remain consistent amongst municipal parkland provision policies.

### **Park Typologies and Hierarchies**

Park typologies and hierarchies are used by municipalities to classify and categorize parkland. Parks are classified into typologies according to size, amenities, functions, and/or population serviced. Each park typology is typically given a provision level. Park typologies are then categorized within a parkland hierarchy which combines each typology's provision target to reach a total parkland provision. For example, Milton's Official Plan maintains five parks typologies (Urban Square, Village Square, Neighbourhood Park, District Park, and Community Park). The parkland hierarchy describes each typology and their associated provision levels.

The combined provision levels reach a total of 4.0 ha per 1000 population.

### **Core Parkland versus Open Space Systems**

The majority of municipalities have policies that include language differentiating various parkland assets as either core developed parkland or passive undeveloped open space. Core developed parkland refers to parks featuring programmable spaces such as playgrounds, soccer fields, or picnic areas. Passive open space refers to non-programmable, non-accessible spaces such as natural areas. Most parkland provision policies do not include open spaces in their targets.

### **Greenlands/Natural Heritage Systems**

Most municipalities acknowledge the broad importance of Green lands/Natural Heritage Systems, but exclude them from parkland provisioning. This may be because such areas cover a disproportionate amount of municipal land without contributing to core parkland. Moreover, the accessibility and usability of these lands may also be limited due to topography or soil conditions.

### **Partnerships**

Partnerships through schools and private landowners are often discussed as strategic options for recreation servicing in many parks and cultural service plans. A number of documents also include recommendations to locate future parks adjacent to school sites in areas with intensive land use. Most municipalities have excluded school lands from contributing towards their parkland provision levels, as they are temporal in nature and are not located on municipally-owned land.

### **Strata Parks and Privately-Owned Public Spaces (POPS)**

Strata Parks are publicly-owned parks built above privately-owned structures, such as underground parking lots. Privately Owned Public Spaces, or POPS, are open spaces that are negotiated between a municipality and developer. POPS are

publicly accessible but privately owned, and are negotiated through a variety of planning tools including Section 37 and Site Plan Agreements. POPS definitions varied across municipalities but tended to include courtyards, plazas, walkways/mid-block connections, and landscaped setbacks. Due to the complicated nature of maintenance and programming of these spaces, as well as their typically small sizes, these lands have not been included in any municipality's parkland provision measures. A number of municipalities do however include policy language in their parks and cultural service plans regarding planning for Strata Parks and POPS.

### 2.3 Parkland Provision Targets

Parkland provision targets varied widely among the 19 municipalities surveyed. Four municipalities did not include a parkland provision strategy. Of the municipalities that did, parkland provision targets ranged between 1.2 ha per 1,000 population to 4.7 ha per 1,000 population. Median parkland provision was 2.15 ha per 1,000 population excluding municipalities without a parkland provision rate.

The wide range of parkland provision targets can generally be attributed to the various methodologies used by municipalities to define their parkland hierarchy and associated typologies. Some municipalities included passive open space such as natural heritage areas in their parkland provision rate, and therefore, had a higher parkland provision rate that reflected this. Additionally, the range of parkland provision rates can be seen as reflective of the density and scale of development that has occurred within a municipality, as municipalities with higher density development tend to have lower parkland provision targets.

### 2.4 Outdoor Recreation Service Levels

Of the 19 municipalities surveyed, outdoor recreation service levels for 8 municipalities were evaluated further by reviewing their parks and cultural service plans. Municipalities typically provided service levels as a ratio and/or by catchment areas.

Ratios are provided as a service facility to population figure. In some instances, the ratios used were facility to the number of participants, such as registered youth. This was prevalent among recreation facilities such as soccer fields and baseball diamonds. For destination recreation facilities, such as cricket commons, ratios were typically used rather than a catchment area approach.

Service levels by catchment area varied as some municipalities used distance, while others specified a facility per neighbourhood type or park typology. Facilities that used a catchment area approach were frequently facility types that community members might walk to, such as playground areas, basketball courts, and spray pads.

A table that compares recreation service levels across comparator municipalities is available in Appendix B: Outdoor Recreation Service - Comparator Analysis.

## Milton Context

### 1.1 Milton Official Plan Policy

The most recent Consolidated Official Plan was adopted by the Town of Milton in 2008. Further amendments were adopted by the Town in June of 2010 with Official Plan Amendment No. 31. The Official Plan sets out guidelines for parkland hierarchy and standards in Section 2.5.3: Strategic Policies.

Section 2.5.3.1 acknowledges the importance of parks, open space, and leisure facilities for residents of the Town, and notes that lands designated within the Greenlands System shall be focused on the protection of the natural environment. Lands designated within the Parkland Hierarchy are intended to provide active and passive recreation activities to residents of the Town. These two systems work together to create a cohesive open space network. The parkland hierarchy in the 2008 Official Plan consists of:

- Community Park
- Community Arenas/Centre
- District Park
- Neighbourhood Park
- Urban Square
- Village Square
- Open Space Linkages

The Parkland Hierarchy as outlined in Section 2.5.3.2 of the Official Plan forms the basis by which secondary plans guide the development of open space systems and the acquisition of parkland.

Provision of parkland is set at a rate of 4.0 hectares of tableland per 1,000 population in Section 2.5.3.5 Parkland Standards. This excludes lands identified as Open Space Linkages, Green lands Areas, school lands, private recreation facilities, walkways, storm drainage systems, and buffer areas between conflicting land uses. The use of 'tableland' in the Official Plan provision policy implies that lands provided within the Parkland Hierarchy should be generally level and well drained. The 4.0 hectares of tableland per 1,000 population is divided further according to Parkland Hierarchy as follows:

**Table 1.1-1 Parkland Provision per Type, Source:  
Town of Milton Official Plan 2008 Update**

Park Type	Standard
Community Park	1 hectare per 1,000 population
District Park and Urban Square	2 hectares per 1,000 population
Neighbourhood Park and Village Square	1 hectare per 1,000 population

## 1.2 Milton Community Services Master Plan Update

Milton's Community Services Master Plan Update (CSMPU) was approved by the Town in August 2015, and was created to provide a strategy for the Town's provision of programs and services, and for development and redevelopment of parks and facilities. The CSMPU outlines Service Delivery Action Plans, Recreation Facility Action Plans, and Park Action Plans.

The Recreation Service Strategy outlined in Section 3.1 of the document discusses a number of ways to maximize community resources through outreach, programming, partnerships and inclusion. Recommendations in this section include encouraging engagement of persons from diverse cultural backgrounds through provision of non-traditional sport and recreational programs.

Section 4.2 Outdoor Recreation Facility Development Strategy states that "the greatest pressure facing the Town is finding lands sufficient to accommodate sports fields required to service growth related needs," and notes that this issue is exacerbated by secondary plan areas that have included non-developable open space lands in order to reach the level of service (4.0 hectares per 1,000 population) identified in the Official Plan.

In order to meet sports field needs, the CSMPU recommends:

- Exploring partnerships with local school boards for the provision of additional artificial turf fields.
- Enhancing and coordinating maintenance efforts for existing Town-owned and school board run soccer and ball fields to increase capacity and accessibility.
- Developing a sports field complex at the Escarpment View lands pending policies set by the Niagara Escarpment Plan.
- Establishing a sports field complex at Derry Green Community Park and/or integrating a minimum of one sports field in each Neighbourhood Park within the Boyne Secondary Plan area, as well as a minimum of four lit sports fields within each of Boyne's District Parks.

Section 5.0 Park Action Plans and Appendix G of the CSMPU set out a number of recommendations for amendments to the Parkland Standards contained in Section 2.5.3.5 of the Town's Official Plan. These include:

- Focusing on the provision of core parkland by modifying the parkland level of service rate to 2.5 hectares per 1,000 population. As outlined in Appendix G of the CSM PU, this service would apply to the core park typologies of Community Park, District Park, Neighbourhood Park and Village Square which are unencumbered and developable lands that can offer a range of recreational activities.
- Revising the Parkland Hierarchy and associated classifications by:
  - Combining the Urban Square and Village Square classifications.

- Revising the description of Community Parks to emphasize that they must serve recreational and cultural needs through the provision of unencumbered tableland that can be programmed to fit a wide range of activities.
- Excluding passive, encumbered lands from the core parkland level of service, specifically identifying Linear Parks and Passive Open Space as adjunct typologies to this service. The main functions of Linear Parks and Passive Open Spaces are to facilitate connectivity and provide spaces with a more limited recreation focus, such as conservation and active transportation. As further outlined in Appendix G of the CSMPU, these typologies are separate from the core park typologies and thus, the parkland provision service rate of 2.5 hectares per 1,000 population would not apply to these two park typologies.
- Placing greater emphasis on the requirement of conveyance of unencumbered tablelands for Community, District, and Neighbourhood Parks, as well as Village Squares.

The CSMPU's proposed Parkland Hierarchy has already been generally adopted by the Town; however, the discrepancies between this and the Town's Official Plan may lead to confusion for consultants, developers, and community members who are not aware of the document and its recommendations. This is further exacerbated by lack of reference to the CSMPU in the Official Plan.

### **1.3 Current Parkland Provision and Service Levels Provision in Milton**

At the end of 2018, the Town had approximately 240 hectares of developed parkland in its Community, District, Neighbourhood, Linear, and Village Square classifications. As identified in the CSMPU, the Town has acquired lands that are still subject to significant site studies and policy approvals that will determine whether parks and recreation facilities can be developed on those sites. Additional parkland is still to be conveyed in accordance with the Bristol, Sherwood and Boyne Secondary Plans and the associated financial agreements as development continues in those areas.

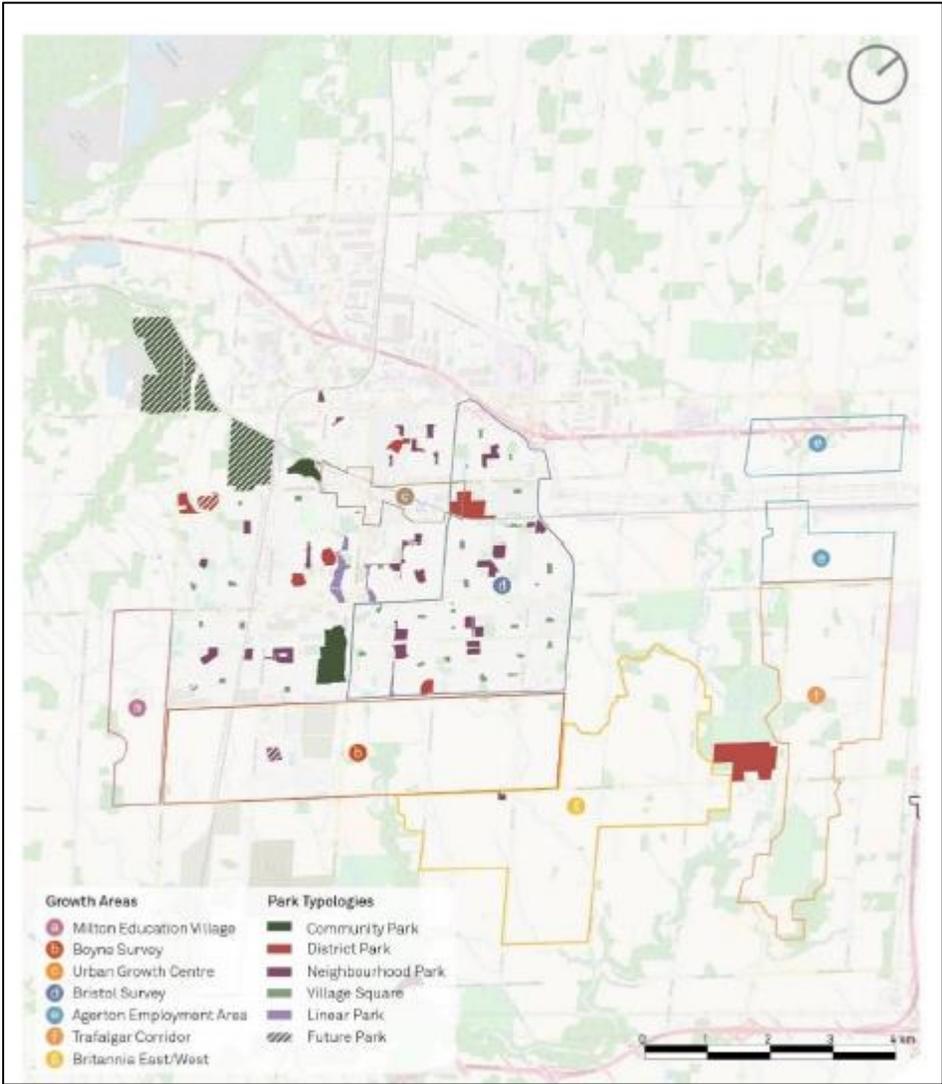
#### **1.3.1 Outdoor Recreation Service Levels**

The most recent quantitative analysis of the Town's recreation service levels was provided in the CSMPU. Additionally, the Town's Community Services Department currently tracks existing and future recreation service levels through a number of documents. Staff in the Parks and Recreation Divisions, Community Services Department, noted in interviews that the highest strain for recreation services mainly exists for soccer and baseball fields. Moreover, staff indicated that numerous community members have expressed a desire for the Town to operate an additional cricket pitch. Given the need, staff consider these recreational facilities to be high priority for future parkland development.

The Town's overall Outdoor Recreation Service Level for Park and Recreation facility types is tracked through a document that models

outdoor facility needs based on provision ratios, catchment areas, and population projections.

Figure 1.3.1-1 Park Typologies and Growth Areas in Milton



**1.4 Spatial Requirements and Design Standards for Parkland**

The Town of Milton's Engineering and Parks Standards Manual (2019) provides information on park classifications and characteristics common to each park type. It also outlines the Town's standards for the base condition (conveyance) of lands for park purposes and the associated reports and drawings necessary to meet Town approval as part of the development review process.

As outlined in the Town's Base Condition Requirements, parkland to be conveyed to the Town must meet specific standards with regards to site servicing, grading, stormwater management and traffic management. By adhering to the Town's standards for design through this review, the potential

for a proposed park to meet future development approvals is maximized. Further, from a recreation perspective, the potential for future programming and use can be planned.

For all park blocks to be conveyed, the developer is required to submit a Park or Open Space Concept Plan that satisfies the Town's requirements. This plan is prepared as a 'facility fit' exercise demonstrating how the proposed park's site program, as outlined by the Community Services Department, can be accommodated on the future park site in accordance with the Town's facility and spatial standards. With respect to sports fields, the spatial layout of these facilities is to include ideal sun orientation. Once this Concept Plan is approved by the Town, it forms the basis of the Base Condition Requirements included in the engineering drawings of a development application.

While policies exist pertaining to Base Condition Requirements of land conveyed as parkland, Town Staff noted that it would be useful for Official Plan documents to contain clearer language regarding the general requirements of core parkland that is conveyed. Town staff specifically noted the preference for large contiguous park blocks that can accommodate a variety of parks and recreation facilities.

Standard drawings showing facility requirements, layouts, and associated construction details are contained as appendices in the Engineering and Parks Standards Manual. These drawings provide dimensions, buffers, lighting, fencing, and marking requirements for the various outdoor recreation facilities described in the Town's CSMPU. Town Operations staff noted the importance of involvement of their division at the design stages of parkland, to assist in forecasting future maintenance costs and budgeting.

In addition to standards set out in the Engineering and Parks Standards Manual, many sports fields must meet external requirements set by athletic organizations in order to host some levels of play or events. These requirements can range from providing adequate parking to field and lighting types. Such external organization requirements can impact the Town's ability to host certain calibers of play and may force community members to commute to other municipalities to compete with particular associations. In addition to its sports fields, the Town also provides ancillary facilities including washrooms, change rooms, concessions, maintenance and storage rooms, as well as temporary washrooms (port-o-lets).

## **1.5 Parkland Programming**

Interviews with Town staff suggested that programming for new parks is typically decided on a case by case basis, given the site size, shape, current recreation needs and adjacent facilities. In order for the Town to allow for a range of potential opportunities to be considered at this stage, it is important to ensure that the Base Condition and Parks and Open Space Concept Plan requirements are implemented at the development review phase. Community Services keeps records of existing and future recreation service level targets through detailed tracking of existing and planned

facilities and parkland, which also aids in efficient program planning. For seasonal programming of individual park sites, staff undertake ongoing consultation with users and sports groups to confirm their needs.

## 1.6 Future Issues and Opportunities

A number of issues and opportunities were raised through the Provision Strategy's research, analysis, and conversations with Town staff. Some of these items are specific to the Milton context, while many others have been noted in municipalities across the Greater Golden Horseshoe.

### 1.6.1 Combining Facilities and Intensive Uses

In addition to acquiring new parkland, the Town has partnered with other public agencies and private organizations to provide adequate recreation services. The Town currently partners with school boards, as well as private clubs, to provide various indoor and outdoor sports facilities. The benefits of these partnerships are that they may create efficiencies in land uses when facilities are shared, and they offer the ability to offset construction and/or maintenance costs. Some facility types, such as track and field, are typically provided only on school lands. Challenges arise in partnerships for a number of reasons, including:

- Changing needs, whereby a facility may be subject to additions or alteration to meet changing needs. For example, the accommodation of a new need for daycare facilities, portables or outdoor play areas may require the removal of a shared outdoor facility. Similarly, a business plan for a private partner may change and no longer include the opportunity for partnership with the Town.
- Co-ordination of funding and associated timelines when co-building new facilities often requires different approvals processes at multiple levels of government
- Co-ordination of schedules, whereby the land owner (whether private club or school board) has higher priority for scheduling, which can conflict with the Town's request for consistent availability of league play.
- Shared outdoor facilities such as parking lots, driveways or outdoor fields may require.
- An increase in maintenance and upkeep beyond the Town's level of service for park maintenance. For example, regular use of a park sports field during the day by a school can damage a sod field which has a permit for use in the evening. Winter clearing and waste removal services may also increase. Further, development plans for new elementary school sites have limited outdoor activity space that will potentially increase the use of adjacent parks.

In addition to these facilities, municipalities often enhance various infrastructure facilities, lands for services or active transportation corridors to provide additional public passive park uses. These facilities can provide more efficient land use in areas that are otherwise restricted to the public.

Even though portions of these lands may be suitable for construction, the opportunity to develop outdoor recreation facilities is still limited given the spatial requirements of the facility types needed. Further, these lands typically are subject to regulatory requirements and construction standards associated with the intended primary use of the lands that can conflict with the installation and use of recreation facilities.

#### 1.6.2 Accommodating and Acquiring Parkland in Expansion Areas

Increasingly, negotiating lands suitable for the development of core parkland has been a challenge in new secondary plan areas. This coincides with the Town's need for larger park parcels to meet the requirements of larger recreational facilities, such as sports fields. When suitable lands are not available within the limits of a plan area, the Town has turned to acquiring lands external to the plan, such as was done with the Bristol and Boyne Secondary Plans. Town staff noted there are opportunities to improve this process to ensure that in these scenarios, especially for lands not acquired through the development review process, the Town considers lands that are suitable for the development of recreation facilities identified in its Outdoor Recreation Service Level.

Additionally, there have been significant challenges in parkland conveyance within the Boyne Secondary Plan. Park sizes have been reduced in order to achieve ideal site distribution for community and walkability goals. Neighbourhood Park and Village Square sizes have generally been reduced as well, and therefore, cannot provide the various recreational services associated with their typologies. These challenges suggest an opportunity to define evaluation tools in association with the Parkland Hierarchy that can be used during the secondary and tertiary plan stages to assess parkland distribution and active recreation opportunities.

#### 1.6.3 Evolving Park Typologies

POPS and Strata Parks are becoming increasingly integrated into parks and recreation policies across southern Ontario. Town staff also noted that developers and consultants are increasingly considering these land uses in planning documents; however, they have not been used in Milton. POPS and Strata Parks can provide opportunities for the Town to create park spaces that complement the larger public realm. The Town could consider new policies that reflect its desires for these complementary parks typologies and assist with their implementation.

At the secondary plan level, lands for linkages and linear parks have been considered most commonly in relation to gas corridors or easement areas. Multi-use trails have been constructed in these areas as part of an off-road network with connections to schools, neighbourhood parks and on-road cycling facilities. The importance of active transportation in community design is increasingly being recognized. Feedback from Town staff generally indicated that obtaining land for active transportation uses outside of roadways is a challenge and that flat, serviceable land (albeit in small quantities) is required for linear parks and active transportation linkages.

Clarity with respect to the land requirements for active transportation separate from lands for active recreation is required to ensure that the needs of both goals are met. Given the broad impacts of policies, design, maintenance and public use, these evolving park typologies will require discussion across multiple Town departments.

#### 1.6.4 Implementation and Timing

Town staff have noted that difficulties arise in the discrepancies between the Official Plan, CSMPU, and Secondary Plans. With a number of secondary planning projects underway and Official Plan updates on the horizon, it is important that consistent parkland provision policies are implemented at the secondary plan level. As the Town prepares its forthcoming Official Plan update, an opportunity exists to create parkland policies that recognize the various contexts and where it will apply in Milton, while allowing for consideration of the design standards and user needs outlined in other Town documents and processes.

#### 1.6.5 The Changing Urban Structure

Over the coming years, Milton will develop a more varied urban structure. The historic core, transit-oriented infill development, existing suburban areas, agricultural and rural settlements areas, and new high-density areas are all important components of the growing Town. Future parkland provision must address the many contexts associated with Milton and its diverse residents. It is important that parkland provision considers the impacts of new and/or upgraded infrastructure near existing parks and facilities. Clarifying the desired geographic catchment areas associated with core park typologies will play an important role in ensuring that all of Milton's residents are well served. With regard to overall community design, realizing a comprehensive public realm will require lands and policy that support the goals of active recreation, urban design and active transportation.

## Projected Parks and Outdoor Recreation Needs

Estimated Population Growth	171,795
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	Outdoor Recreation Service Level	Lot Size per Facility (Square Feet)	Lot Size per Facility (Hectares)	Number of Facilities	Total Hectares Required
<b>Outdoor Recreation Facilities</b>					
All Ball Diamonds					
	Unlit	1:3800 population each Nbhd	225,960	2.10	13
	Lit	amt remaining X factor of 1.5 to assume addtl use hours	225,960	2.10	21
All Outdoor Soccer Fields					
	Unlit	1:1800 population each Nbhd	161,400	1.50	13
	Lit	amt remaining X factor of 1.5 to assume addtl use hours	161,400	1.50	55
Multi-purpose Fields		1:85,000 population	263,620	2.45	3
Cricket Commons (regulation)		1:50000 population	531,638	4.94	4
<b>Total Recreation Facilities</b>					<b>202</b>
<b>Park Amenities</b>					
Skateboard Areas					
	Major	each Community	28,245	0.26	4
	Minor	each District	16,140	0.15	12
Basketball / Multi-purpose Courts					
	Full Court	each District, each Community	7,532	0.07	16
	Half Court	each Nbhd	4,035	0.04	13
Tennis Courts		1:10000 population	12,051	0.11	17
Unique Facility - sand volleyball (typically lit)		1:20000 population	9,415	0.09	8
Outdoor Rink		1:57000 or by distribution	30,000	0.28	3
Spray Pad				-	
	Major	each District, each Community	16,947	0.16	16
	Minor	each Nbhd	8,070	0.07	13
Playground Area					
	Major	each District, each Community	35,777	0.33	16
	Minor	each Village Square, each Nbhd	10,491	0.10	67
Community Garden		1:112,000	31,500	0.29	1
Off-Leash Areas		1:79500 population	161,400	1.50	3
Event Space		each Community Park	515,191	4.79	4
Picnic Area		each Community Park	131,859	1.23	4
Shade Shelters					
	Major	each District, each Community			16
	Minor	each Village Square, each Nbhd			67
<b>Total Park Facilities</b>					<b>52</b>

	Total Hectares Required	Hectares per 1000 People
Outdoor Recreation Facilities	202	1.18
Park Facilities	52	0.30
Misc. Additional Space Requirements (10% all Facilities, within all Park Types)	25	0.15
Additional space requirements Village Square Passive Open Play	16	0.09
<b>Total</b>	<b>295</b>	<b>1.72</b>