

Draft Parks, Recreation & Culture Master Plan

Council Presentation

September 16, 2024



Municipality Project Team

Steering Committee/Working Group Staff:

- Councillor Rang, Head of Steering Committee
- Mary-Anne Dempster – Chief Administrative Officer
- George Acorn / Stephen Myers – Community Services
- Trevor Pinn / Paul Davidson, Finance and Technology
- Monika Machacek / Alison Dee – Clarington Library, Museums, and Archives
- Carlos Salazar / Sarah Allin, Andrei Micu – Planning and Infrastructure Services
- Brett Novak / Ken Mercer – Public Works
- Justin MacLean / Laila Shafi / Melissa Westover – Administration/Communications

Support from:

- Lee-Ann Reck – Deputy CAO, Public Services
- Lisa Backus, Tony Ricciardi, Sylvia Jennings – Planning and Infrastructure Services

Clarington



Consulting Project Team

Monteith Brown Planning Consultants Ltd.

- Todd Brown, President & Principal Planner
- Dennis Kwan, Senior Planner

Watson & Associates Economists Ltd.

- Nancy Neale, Manager

Tucker-Reid & Associates

- Claire Tucker-Reid, President



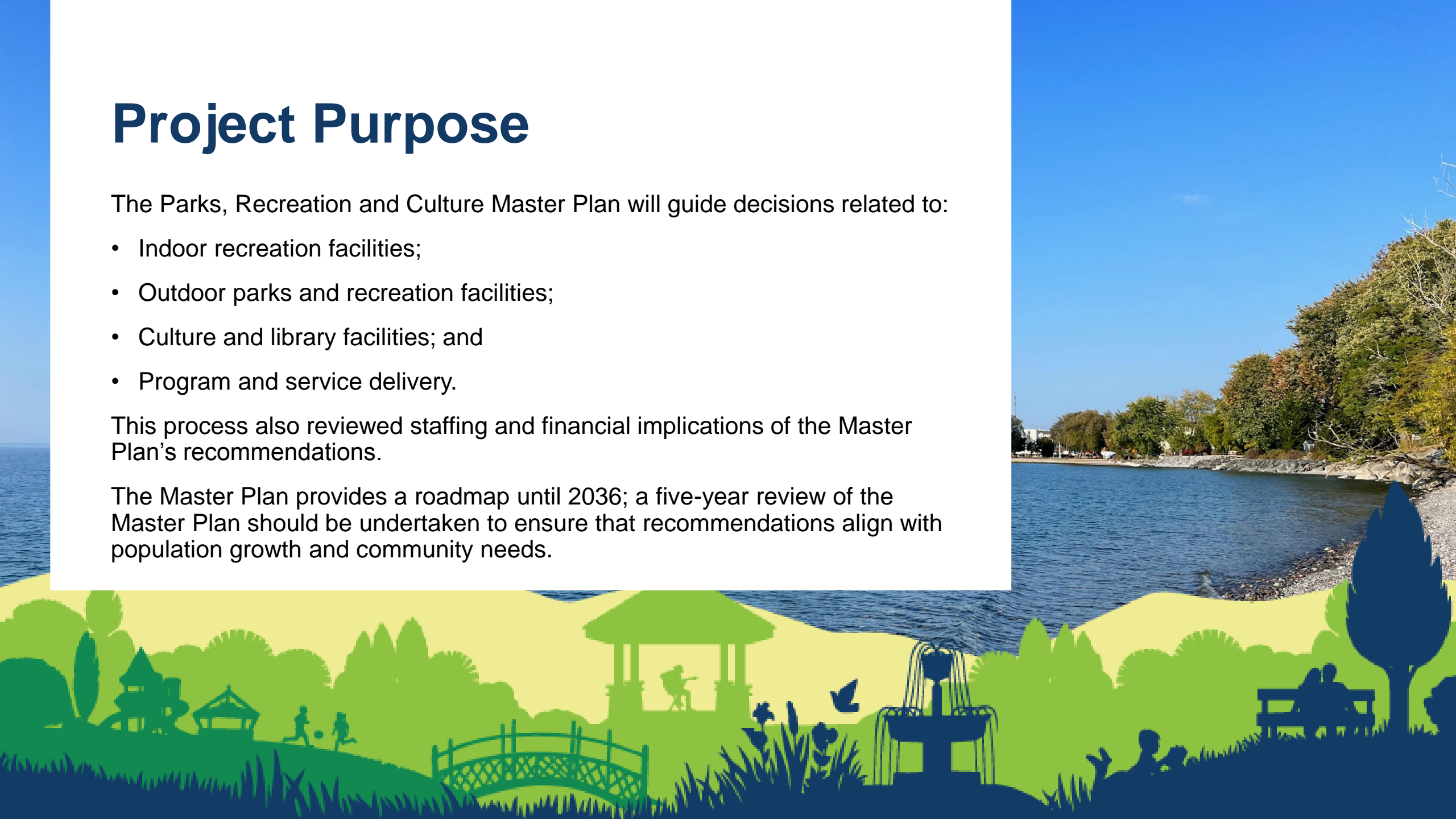
Project Purpose

The Parks, Recreation and Culture Master Plan will guide decisions related to:

- Indoor recreation facilities;
- Outdoor parks and recreation facilities;
- Culture and library facilities; and
- Program and service delivery.

This process also reviewed staffing and financial implications of the Master Plan's recommendations.

The Master Plan provides a roadmap until 2036; a five-year review of the Master Plan should be undertaken to ensure that recommendations align with population growth and community needs.



Key Project Drivers

- Large spatial geography with three large settlement areas
- Significant population growth and intensification
- Evolving socio-demographic characteristics
- Emerging interests and participation patterns
- Changing Provincial legislation that impact parkland, funding (e.g., Development Charges), etc.
- Historic service levels have not kept pace with growth



Project Process



We are here



Project Inputs



Background Documents



Demographics and Population Growth



Trends and Best Practices



Inventory, Distribution, and Benchmarking



Utilization and Program Data



Community Consultation



Service Level Targets



Key Parkland Recommendations

Adopt a **new park hierarchy** to reflect modern expectations of what facilities and amenities are found in each park type and develop a **detailed design manual** to establish standards according to each park type.

Update the Municipality's **Official Plan** and **Parkland and Open Space Dedication By-law** to ensure that they align with the amended Planning Act to support the dedication of programmable parkland.

Acquire **105.3 hectares of additional parkland** to achieve an updated service target of **2.0 hectares per 1,000 residents**.

| Parkland Type | Existing Park Supply | 2036 Park Supply Requirements | Additional Park Needs |
|---|----------------------|-------------------------------|-----------------------|
| Municipal Wide Park / Community Park (1.1 hectares per 1,000 residents) | 126.3 ha | 178.9 ha | +52.6 ha |
| Neighbourhood Park (0.75 hectares per 1,000 residents) | 73.3 ha | 122.0 ha | +48.7 ha |
| Parkette/Urban Parks and Squares (0.15 hectares per 1,000 residents) | 20.4 ha | 24.4 ha | +4.0 ha |
| Total (2.0 hectares per 1,000 residents) | 220.0 ha | 325.3 ha | +105.3 ha |

Key Parkland Recommendations

Maximize parkland dedication opportunities, particularly in Secondary Plan Areas, with an emphasis on acquiring Neighbourhood Parks of sufficient size; acquiring a Community Park in the Soper Hills Secondary Plan Area is supported. Working with landowners to prepare a Master Parks Agreement is encouraged.

Explore **alternative land acquisition strategies** to complement parkland dedication tools under the Planning Act such as land purchase/lease, land swaps/exchanges, partnerships, reallocating surplus land, etc.

Initiate a site selection process to identify and purchase a minimum of 30 hectares of land to **create a sports complex** to address long-term sports field needs.

Prepare a **Park Renewal Strategy** to identify opportunities to renew aging components, replace and/or repurpose amenities to address community needs, and/or enhance parks with new amenities.

Park designs (including the former Zoo lands) should be inclusive and accessible, support climate change mitigation and environmental sustainability, and incorporate Crime Prevention Through Environmental Design principles.

Continue to update Clarington's **Waterfront Strategy** with a focus on maximizing public access, economic development, comfort features and amenities, and protecting and preserving the natural environment.

Key Parkland Recommendations

Use the Master Plan's recommended **conceptual trail network** to guide future development. Key strategies include:

- Working with others to **strengthen connectivity within and between settlement areas**, including linking residents to the waterfront and existing trails (including non-municipal trails), and creating a “circle of green” around Bowmanville.
- Establishing trails within **future residential areas**, particularly in Secondary Plan Areas.
- Creating designated **circulation areas** within new and redeveloped parks.
- Incorporating **comfort features and amenities** to encourage use such as shade and seating.
- Strategically increasing **winter snow clearing** to encourage year-round use with consideration given to using salt alternatives and being Smart About Salt Certified.
- Having regard for the Municipality's **Active Transportation Master Plan** and **Wayfinding Strategy** to ensure seamless connectivity.



Key Facility Recommendations

Construct an **indoor aquatic centre** designed for community programming and competitions at the South Bowmanville Recreation Centre; timing should coincide with the current development of a soccer dome and gymnasium. Ideally, the design would accommodate a future branch library.

Expand the **Courtice Arena** to add two new ice pads with an indoor walking track. Timing for development should be confirmed as part of a five-year Master Plan update based on a review of arena utilization, participation, and other factors. In the shorter-term, engage adjacent municipalities such as Oshawa to negotiate access for arena users and continue to work with Arena Boards in Newcastle and Orono to maximize ice use.

Undertake a review of the **Darlington Sports Centre** and the **Alan Strike Aquatic and Squash Centre** to determine their lifespan and investment requirements to guide future decisions to maintain these facilities or repurpose to other uses.

Evaluate the feasibility of enhancing the indoor aquatic centre at the **Courtice Community Complex** to support community programming, including enlarging changerooms, constructing a warm water therapy pool, and redesigning the teaching pool to reflect what's available at the Diane Hamre Recreation Complex.

Continue to work with **rural community hall** partners to explore expanding recreation and leisure opportunities for the rural community. Facility enhancements should be informed by building condition audits and based on maintaining a state of good repair and usage trends. Opportunities at key hall locations to accommodate library storage lockers and vending machines should be considered to improve rural and hamlet service.

Key Facility Recommendations

Pursue opportunities to **maximize the use of existing rectangular fields and ball diamonds** over the short-term by adding lighting at suitable sites, addressing drainage, enhancing turf quality, and adding or modernizing amenities such as paved pathways, washrooms, seating, etc. Engage the Darlington Soccer Club to investigate opportunities to maximize use of the Darlington Hydro Fields to accommodate other renters during available times.

Over the medium and long-term, evaluate opportunities to **accommodate new rectangular fields and ball diamonds at new parks**, including potentially at a future sports complex and other park locations. Explore **alternatives** to meet sports field needs such as permitting school fields and working with other landowners.

Identify a suitable site for a **full-size cricket field**. Once this has been established, monitor usage to determine the future of the existing location at Courtice Memorial Park.

Construct **new neighbourhood-level park facilities** in growing residential areas in Bowmanville, Courtice, and Newcastle, including tennis courts, pickleball courts, basketball courts, splash pads, skate zones, and playgrounds. New park facilities in the rural area should be considered in strategic locations to strengthen geographic distribution.



Key Facility Recommendations

Establish a new **off-leash dog park** in north Bowmanville.

Prepare an **Accessible Playground Distribution Strategy** to identify locations for enhanced and focused accessibility features.

Undertake a **cultural mapping** exercise to identify and promote cultural resources that are available from the Municipality, CLMA, and other providers.

Enhance opportunities to provide **outdoor productions and performances** such as along the waterfront and at the former Zoo lands. A feasibility study to confirm the need for an **indoor performing arts venue** should be prepared.

Complete building condition assessment of the **Camp 30 Cafeteria Building** to ensure that the structure is stable to evaluate long-term opportunities.

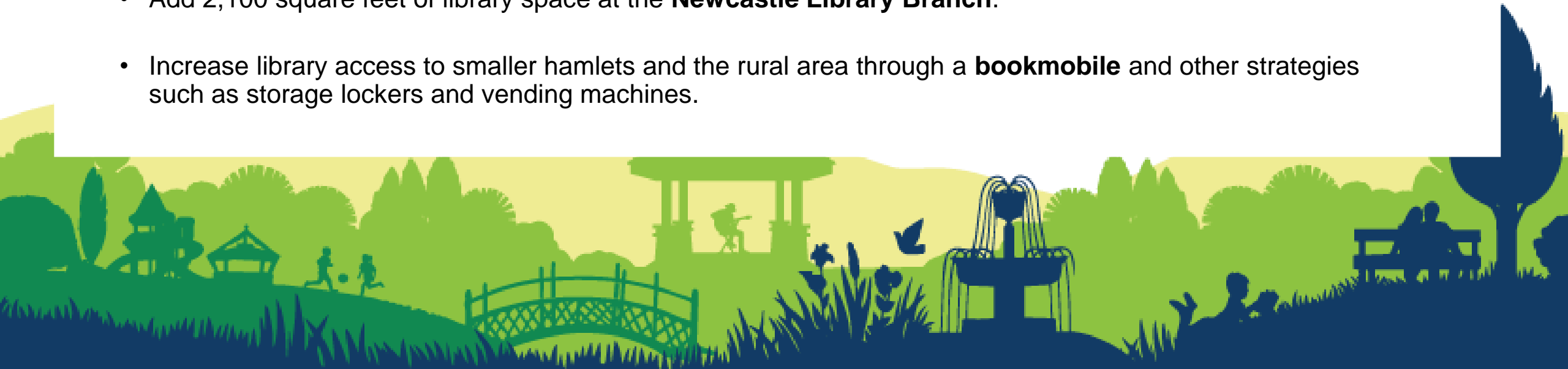
Study the feasibility of updating the **Visual Arts Centre**, including enhancing accessibility and modernizing the building to strengthen program opportunities.



Key Facility Recommendations

The following strategy is recommended to meet **library facility space** requirements by 2036 with consideration for modern, inclusive, and flexible design.

- Construct 20,000 square feet of library space in **Bowmanville**. A portion should be located at the South Bowmanville Recreation Centre, if feasible, through a future addition and the remainder should be at another site, preferably in the north end and co-located with a community facility.
- Expand the **Courtice Library Branch** to add approximately 10,200 square feet of library space or at an alternative location.
- Add 2,100 square feet of library space at the **Newcastle Library Branch**.
- Increase library access to smaller hamlets and the rural area through a **bookmobile** and other strategies such as storage lockers and vending machines.



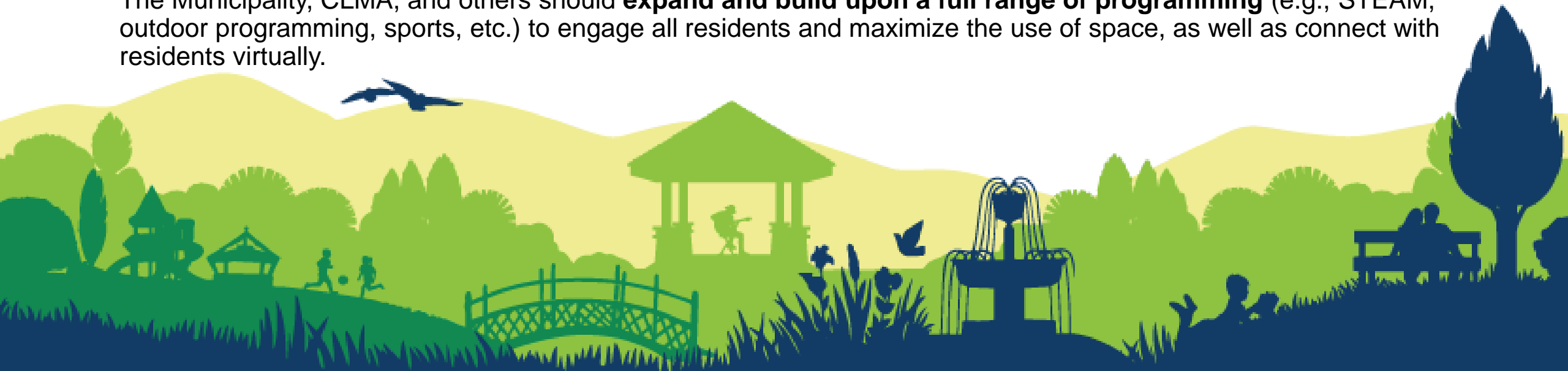
Key Service Recommendations

Develop a strategy to assist the Municipality and CLMA to **identify and engage underrepresented populations** in parks, recreation, culture, and library opportunities with regard for key actions such as the Municipality's Inclusion, Diversity, Equity and Anti-Racism (IDEA) Strategy.

Regularly review the **Fee Assistance Program** and adjust funding levels and eligibility requirements to recognize the increasing cost of programs and services and to ensure that residents continue to benefit from this program.

Create a **Public Art Policy** to guide in the evaluation and approval of art installations. A **Public Art Reserve** should be established to fund acquisition, development, installation, and maintenance.

The Municipality, CLMA, and others should **expand and build upon a full range of programming** (e.g., STEAM, outdoor programming, sports, etc.) to engage all residents and maximize the use of space, as well as connect with residents virtually.



Staffing Implications

The Master Plan identifies needs for an expand range of facilities, programs, and services to address current and future needs of a growing population.

Driven by significant population growth, park and facility needs, it is estimated that full-time staff requirements will need to increase in an order of magnitude of 46% or approximately 53 full-time positions to implement the Master Plan's recommendations. The part-time staff requirements are projected to be much greater.

An emphasis should be placed on youth and adult leadership development, succession planning, and training and development to prepare for staff increases.



Funding Implications – Capital Impacts

The Capital needs are estimated at \$385 million over the 2024-2036 period.

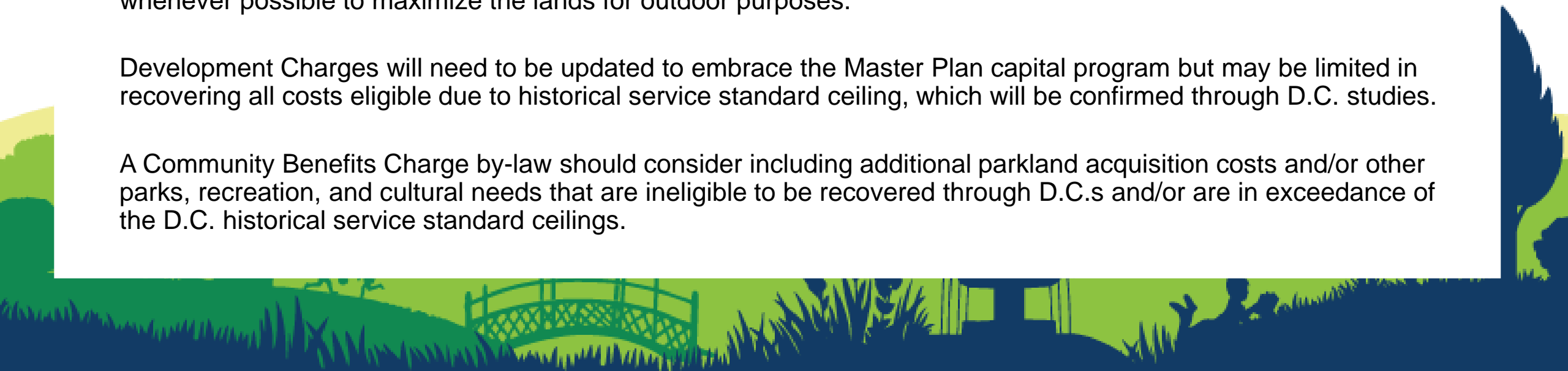
Current funding sources will not be sufficient to recover all of the costs required, which will require funding from other sources, debt financing, and/or tax increases.

The Parkland provisions of the *Planning Act* will limit the amount of land or payment-in-lieu of land that can be received from developing landowners. The shortfall, estimated between 59 and 78 hectares, will need to be purchased through other financial means (e.g., Community Benefits Charge, property taxes, other reserves, etc.).

Parkland should be used for parks and outdoor recreation amenities, and not be used for indoor facilities, whenever possible to maximize the lands for outdoor purposes.

Development Charges will need to be updated to embrace the Master Plan capital program but may be limited in recovering all costs eligible due to historical service standard ceiling, which will be confirmed through D.C. studies.

A Community Benefits Charge by-law should consider including additional parkland acquisition costs and/or other parks, recreation, and cultural needs that are ineligible to be recovered through D.C.s and/or are in exceedance of the D.C. historical service standard ceilings.



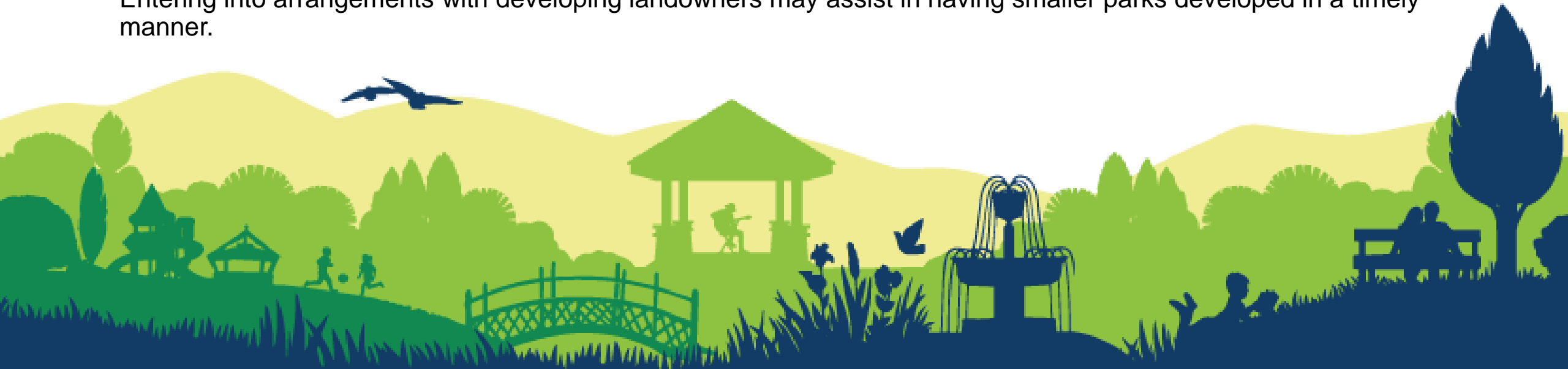
Funding Implications – Capital Impacts

Utilizing and maximizing all funding tools available for recovery of capital and operating expense, is recommended to reduce the need for tax supported funding.

The Planning Act requires that each year, 60% of the opening reserve fund balance for the Parkland reserve fund, be spent or allocated to projects. Therefore, the Municipality should seek out land purchases for additional parkland, at reasonable prices, when available.

Monitoring of actual growth will be required to adjust annual budgets/forecasts for timing of capital infrastructure construction.

Entering into arrangements with developing landowners may assist in having smaller parks developed in a timely manner.



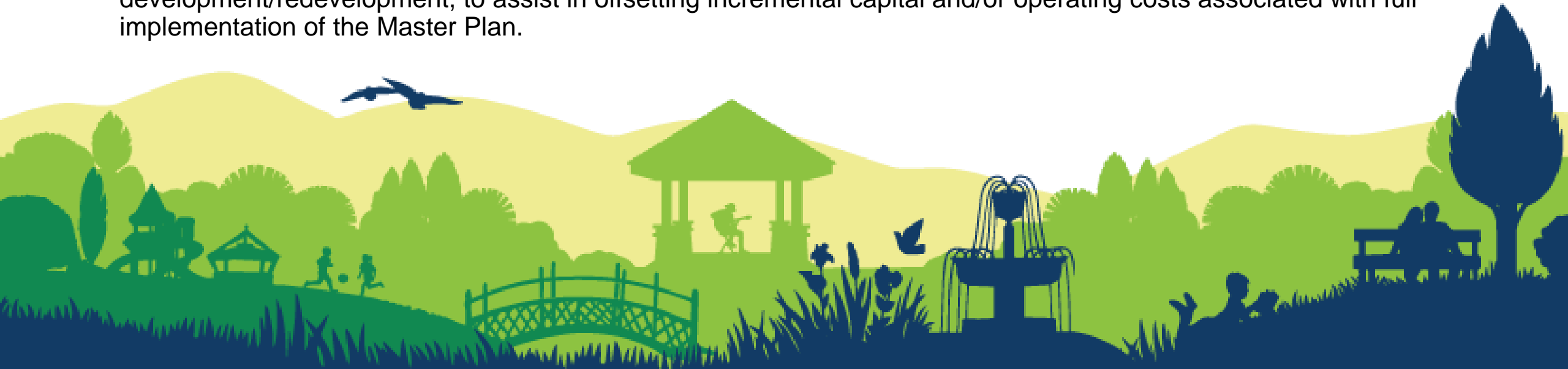
Funding Implications – Operating Impacts

With implementation of the capital needs outlined in the Master Plan (by 2036), incremental operating expenses are anticipated to be approx. \$14.1 million annually.

Additionally, with new infrastructure, future replacement will require additional funding resources to be invested for the future asset management/lifecycle replacement. These requirements are estimated at \$11.4 million annually,

It is recommended that user fees should be updated when new facilities are constructed to assist in offsetting incremental operating expenses.

The Municipality may also look to allocating a portion of the incremental property tax revenues received from development/redevelopment, to assist in offsetting incremental capital and/or operating costs associated with full implementation of the Master Plan.



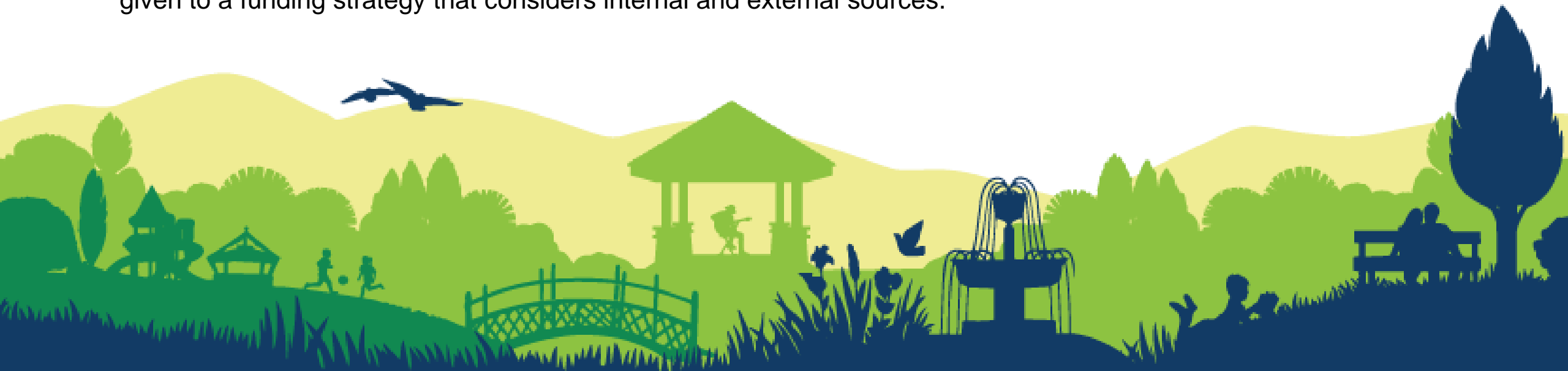
Implementation

Implementation of recommendations will be phased in towards 2036. Undertaking a five-year review of the Master Plan will ensure that recommendations align with population growth and community needs.

By approving the Master Plan, Council is not bound to all recommendations. Staff will bring initiatives forward to be discussed and approved. Additional information will be provided at that time, if necessary.

Partnerships between the Municipality, CLMA, and others should be explored as part of implementing the Master Plan to share roles, responsibilities, maximize the use of space, and minimize service duplication.

Clarington does not have the financial capacity to implement all recommendations. Consideration will need to be given to a funding strategy that considers internal and external sources.



Next Steps

Online Community Feedback (2 Week Period)

Finalize Master Plan

Final Council Presentation (Planned for October 2024)



Thank You!

Questions and Comments

Visit www.claringtonconnected.ca/PRCMP for project updates or email comments to PRCMP@clarington.net.