BLUE PRINT OFFICIAL PLAN REVIEW

Parks and Open Space * Policies Background Paper



June 2023

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HERITAGE PARK



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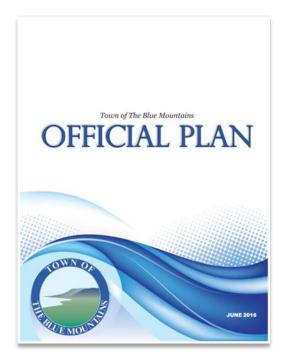


1 Introduction

1.1 Purpose

The Town of the Blue Mountains is updating its Official Plan. The Blue Mountains Official Plan is the primary planning document that will direct the actions of the Town and shape growth and development. It establishes a unified vison for the future, land use structure for the Town and policies guiding growth and development.

Over the past years, the Town has been experiencing unprecedented growth which is expected to continue due to demographic changes, technological advances and the physical attraction and amenities of the Town. The Official Plan sets the foundation for where and how growth is to occur while ensuring it is balanced to protect the unique rural, environmental and community characteristics of the Town.



The purpose of this Parks and Open Space Background Paper is to analyze and recommend updates to the Town's existing parks and open space policies in alignment with current Provincial and Grey County direction for parkland development and dedication, as well as the recommendations from the Town's Leisure Activities Plan.

1.2 Report Structure

This Parks and Open Space Background Paper is structured as follows:

Section 1 – Introduction: Provides an introduction to the Background Paper and its purpose.

Section 2 – Provincial and County Policy Direction: Provides a review of the applicable Provincial Planning Act and County Official Plan direction for the provision of parks and open space, including parkland dedication.

Section 3 – Leisure Activities Plan Recommendations: Provides a summary of all the relevant recommendations from the Town's Leisure Activities Plan, alongside





implications and opportunities for update to both the Town's Official Plan and Community Design Guidelines.

Section 4 – Policy Opportunities and Recommendations: Sets out the Town's current policy framework for parks and open space and identifies recommendations for updates.

2 Provincial and County Policy Direction

2.1 Planning Act

The Planning Act allows municipalities to require the conveyance of land for parks or other recreational purposes as part of development and redevelopment approval. The contribution can come in the form of land conveyance (for a future park) or payment/cash-in-lieu to be used by the Town to purchase other land for parks and other recreational purposes. Parkland conveyance authority is established through Section 42 of the Planning Act, while Sections 51.1 and 53 pertain to parkland requirements as a condition of plan of subdivision approval and consent, respectively.

Conveyance of Parkland

As a condition of development or redevelopment, municipalities may require the conveyance of 5% of the land for park or other recreation purposes, except in the case of commercial or industrial development where up to 2% of the land may be conveyed for park or other recreation purposes. The Town's current Official Plan establishes this requirement. Municipalities may also set alternative parkland dedication requirements for residential development or redevelopment, the maximums of which recently changed with Bill 23.

Amendments to the Planning Act through Bill 23 in November 2022 introduced several significant changes to parkland dedication as follows, which the Town's Official Plan and planning documents and processes will need to conform with:

Alternative Parkland Dedication Requirement

- The maximum rate municipalities may establish for alternate parkland dedication was reduced from one hectare per 300 units to one hectare per 600 units. The maximum alternative rate for cash-in-lieu of parkland was reduced from one hectare per 500 units to one hectare per 1,000 units.
- Where using an alternative parkland dedication rate, for sites 5 hectares or less, no more than 10% of the developable land can be required for parks or other recreational purposes. For sites greater than 5 hectares, no more than 15% of the land can be required for parks or other recreational purposes.
- Parkland dedication only applies to new units; existing units must be deducted from the determination of unit count for the purpose of alternative rates.



Timing of Determined Requirements

• The amount of land or cash-in-lieu required to be provided is now calculated and "frozen" as of the date that a zoning by-law amendment or site plan application is filed, provided a building permit is obtained within two years of site plan approval.

Parks Plan

• The preparation of a Parks Plan which examines the need for parkland is now required to be prepared prior to the passing of any future Parkland Dedication By-law. This does not apply to by-laws already passed, including the Town of The Blue Mountains Bylaw 2003-31.

Identification of Land for Conveyance

- Outside plans of subdivisions, landowners may now propose to identify the lands they intend to provide for parkland, which may include lands that are encumbered by easements or below grade infrastructure such as underground parking (strata parks) or privately-owned publicly accessible spaces (POPS).
- In cases where disputes arise about the suitability of land for parks and recreational purposes, the matter may be appealed to the Ontario Land Tribunal

Requirement to Allocate Funds Received

• Similar to Development Charges, the Town is now required to spend or allocate 60% of the money within a parkland reserve annually.

2.2 Grey County Official Plan

Section 7.12 of the Grey County Official Plan sets out policies for parks and open spaces which include forest properties, trails, municipal parks, sports fields and civic spaces. According to the County's Official Plan, parks are an essential component to great placemaking and play a significant role in creating communities that are physically, mentally and environmentally healthy.

Principles and Policies

The Official Plan directs the County to complete a Recreational Trails Master Plan for all County owned forest properties and the CP Rail Trail (Policy 7.12.1 and 7.12.2). The County released their Cycling and Trails Master Plan in 2020. The Plan encourages other municipalities and/or agencies to create similar plans in order for all public lands to have a consistent approach to management.

In addition to direction for a Recreational Trails Master Plan, the following principles and policies are set out to support and encourage parks and open space:



- Municipalities are encouraged to provide public or privately operated park and open space in proximity to residential, commercial and institutional uses (Policy 7.12.3).
- Proximity to existing parkland features shall be considered in assessing the need to provide parkland dedication versus cash-in-lieu of parkland. Where feasible, all new residential developments shall be within 500 metres of parkland or open space uses (Policy 7.12.4).
- The design of new parks, or redesign of existing parks, are encouraged to be age-friendly accessible spaces, offering a wide range of passive and active recreational opportunities (Policy 7.12.5).
- Local residents and other providers such as school boards shall be consulted in the development of parkland, recreational facilities and services. Parks adjacent to school sites are encouraged (Policy 7.12.5).
- Municipalities are encouraged to define further parameters for new parkland including local attributes, minimum road frontage, accessibility, etc. (Policy 7.12.5).
- The need for further park forms should be considered such as dog parks; trampoline parks; skateboard, bicycle or roller skate parks; food forests or community gardens; or water-based activity parks (Policy 7.12.6).

Parkland Dedication

Section 7.12.1 of the County Official Plan reflects the parkland dedication requirements of the Planning Act (pre-dating Bill 23) and provides the following direction to the County and local municipalities:

- 1. As a condition of subdivision development or the redevelopment of land for residential purposes, local municipalities will require the conveyance of 5% of the land for park or other public recreation purposes, pursuant to the provisions of the Planning Act.
- 2. Local municipalities may require the dedication of parkland at a rate of one hectare for every 500 dwelling units proposed, in accordance with the Planning Act. The calculation of dwelling unit potential will be established based on the number of approved lots and the zoning applied to any blocks in a draft approved plan of subdivision. This shall be established through local municipal zoning by-laws.



3. For industrial and commercial development, local municipalities may require 2% of the land proposed for development be conveyed to the municipality for park and other public recreation purposes, pursuant to the provisions of the Planning Act.

Alternative Requirement

Section 7.12.2 of the County Official Plan expands on the alternative parkland requirement permissions of Planning Act (pre-dating Bill 23) and sets out the following:

- 1. Local municipalities may require cash-in-lieu for all or part of the required parkland dedication as prescribed by the Planning Act, under one or all of the following circumstances, where:
 - a. The required land dedication fails to provide an area of suitable shape, size, or location for development as public parkland;
 - b. The required dedication of land would render the remainder of the site unsuitable or impractical for development; and/or
 - c. Existing park and recreational facilities in the vicinity of the site area are, in the opinion of the County, clearly adequate to serve the projected increase in population.
- 2. For residential development, local municipalities may, through by-law, specify the amount of fixed cash payment per dwelling unit. The amount of cash payment will be amended when deemed necessary to reflect the general rate of land values in the County.
- 3. Alternatively, the County may require a payment in lieu of the required parkland at rate of one hectare for every 500 dwelling units, as provided for under the Planning Act. The calculation of dwelling unit potential will be established based on the number of approved lots and the zoning applied to any blocks in a draft approved plan of subdivision.

The County Official Plan also encourages local municipalities to create a Parks and Recreation Master Plan to introduce ways that the County can connect members of the community to recreational activities and sports, overall helping to promote healthier communities (Policy 7.12.2.4). The Town's Leisure Activities Plan was recently updated in 2021 and is further discussed and analyzed within Section 3 of this Paper below.

Opportunities to update the Town's Official Plan based on the County Official Plan are later set out in Section 4 of this Paper.

3 Leisure Activities Plan Recommendations

The Town's Leisure Activities Plan (LAP) was recently updated in 2021 (initially prepared in 2006 and previously updated in 2015) to identify growing and changing recreational needs and enable informed decision making about planning, prioritizing opportunities and making necessary upgrades. The scope of the LAP includes parks; trails and green space; recreation facilities and services.

The LAP makes 123 recommendations for enhancement and improvement in the following six Major Concept Areas:

- 1. Parks, Waterfront, Greenspaces and Horticultural Features
- 2. Recreation Programs
- 3. Recreation Facilities
- 4. Trails, Cycling Routes and Active Transportation
- 5. Athletic Fields and Courts
- 6. Special Events

The recommendations contained within Major Concept Area 1 and 4 set out specific implications for the Town's Official Plan Review and potential updates to policies dealing with parks, open spaces, trails and active transportation. This includes the recommendations of the LAP that specifically reference the current Official Plan Review, as well as other general recommendations relating to land use planning and design that could be incorporated through new policy language or update to the Town's Community Design Guidelines, which are being updated in tandem with the Official Plan.

The following two subsections below summarize the relevant opportunities, challenges and recommendations from Major Concept Area 1 (Parks, Waterfront, Greenspaces and Horticultural Features) and Major Concept Area 2 (Trails, Cycling Routes and Active Transportation). For the fulsome list of recommendations for each Major Concept Area, please refer to the 2021 Leisure Activities Plan (Section 4).

3.1 Parks, Waterfront and Greenspaces

According to Section 4.1 of the LAP, the natural environment is one of the Town's greatest assets to be maintained, protected and enhanced for residents, visitors and future generations. Residents of The Blue Mountains' are looking for more ways to enjoy outdoor, active living in the community while being respectful of the natural environment.



Challenges

The following summarizes some of the challenges highlighted through the LAP relating to parks planning and design:

- Residents are afraid of losing what they have now to new development, without any additional greenspace being acquired, at a time when the community is growing and will need even more.
- Due to the Covid-19 Pandemic, even more people are relocated to the Blue Mountain area, seeing it as an attractive alternative to city-life.
- Parks and greenspaces have not kept pace with new subdivision developments and are unevenly spread across the Town.
- Parks in older areas of the community are outdated and playground equipment needs replacement or other enhancements.
- Specific features are missing that would greatly enhance the enjoyment of the outdoors, as well as protect it (e.g., shade trees, shade structures, benches, trail connections, picnic areas, etc.).
- There is increasing pressure on the Town's waterfront parks and beaches, as well as trail systems and conservation areas. With a growing number of residents wanting beach front access, and an unprecedented number of visitors from the GTA wanting to escape the City for a day, the Town's capabilities for maintenance, supervision and supplying the demand, are exhausted. Residents find it difficult to access the waterfront. The pier was closed and the harbour area needs upgrades and enhancements.

The recommendations set out in **Table 1** below are direct from the LAP (Section 4.1) and either directly relate to the Official Plan Review or have merit in being considered through additional policy updates or updates to the Community Design Guidelines.

Leisure Activities Plan Recommendation	Official Plan Update
Parkland Planning and Acquisition	
Recommendation 1: As part of the 5-Year Review of the Official Plan in 2021, amend or update the Municipal Official Plan to reflect the parks and trails Master Plan recommendations and other service recommendations when appropriate.	The intent of the following exercise is to propose updates to the Official Plan based on the recommendations of the LAP.
Recommendation 4: Develop a strategic land use assembly and future landholding strategy in conjunction with the Official Plan to be triggered by formal municipal planning processes.	To be coordinated with the Town's Parks Department.

Table 1. Parks, Waterfront and Greenspace Recommendations

Recommendation 5: Optimize opportunities for parkland securement, including amenities, by applying density bonusing and alternate provision standards permitted under the Planning Act and enabled by the Official Plan and Zoning By-laws (i.e., Section 37 and 45 of the Planning Act).	The Town's Official Plan identifies that alternative parkland dedication may be applied. Update to the alternative rate and density bonusing should be considered in accordance with the Town's Parkland Dedication By-law.	
 Recommendation 6: Accept cash-in-lieu of parkland only in the following circumstances: i) Existing parkland allocation meets the standard conveyance rates of 2% for commercial or industrial purposes and 5% for all other cases, and a larger park area is not desirable; ii) The projected growth will have adequate provision and distribution of parks and recreational facilities; iii) A proposed development or redevelopment has achieved long term capital support and provides alternative leisure opportunities to a broad base of the Municipal population; iv) Future developments can provide necessary parklands for future growth; v) Land does not provide an active transportation link to other parks, facilities, or trail heads. Upon a cursory review of this "cash-in-lieu" versus actual land dedication for parks development within new developments, the Town has been accepting the cash option on a regular basis, which is not progressive recreation planning! 	As further discussed in Section 4 of this Paper, the Town's Official Plan should reframe its approach to accepting cash-in-lieu and promote the use of land conveyance to ensure parkland and recreational opportunities are available on development sites. The County Official Plan also sets out specific circumstances where cash- in-lieu should be accepted over parkland dedication.	
Recommendation 8: Continually look for ways to protect and enhance parkland for future generations. Reduce the carbon footprint of parks operation and maintenance, such as naturalizing areas for reduced grass cutting, planting more trees, choosing heritage or native species, and so on.	Language should be included in the Official Plan and Community Design Guidelines, specifically relating to naturalized landscape design where appropriate and native tree and vegetation selection.	
Park Standards, Upgrades and Enhancements for Enjoyment By All		
Recommendation 3: Establish a municipal parkland classification system for existing and new parks. Within each park classification (Neighbourhood, Community, Parkette, Open Space), there should be guidelines for standard design	Sections D6.3.2, D6.3.3 and D.6.3.4 of the Official Plan already establish a parkland classification system for	

parks, which includes

Local Parkland and Community Parks and

Neighbourhood Parks as

Parkettes and

features (e.g., form, location, and amenities) for all new or redeveloped parkland. Where possible, parks should be at least 2 hectares, so care and maintenance is more efficient. See Guidelines for Standard Park Design Chart.

Guidelines for Standard Park Design		Town-wide Parks as Non-
CPTED* (effective use of built environment to reduce crime,	All Parks	Local Parkland. Policies
e.g., clear sight lines)		are set out for the size,
Access to active transportation routes and trails	All Parks	service range, location an
Wayfinding for park	All Parks	amenities of each park typ
Benches, tables, seating areas, shade*	All Parks	Any additional
Pedestrian lighting	Neighbourhood and	recommended park
	Community Parks	
Garbage receptacles	All Parks	standards from the LAP
Parking, including for people with disabilities	All Parks	should be added to the
Low maintenance native plantings	All Parks	applicable park policies of
Park maintenance	All Parks	the Official Plan, where
Washroom facilities	Seasonal washrooms in Neighbourhood; Full	missing.
	service, Year round in	
	Community Parks	In addition to policy
Bike racks	All Parks	updates, the Town's
Accessibility into park and amenities (AODA)	All Parks	Community Design
Multiuse capacity of space	All Parks	Guidelines could expand
Access to public transit	All Parks	
Fencing to identify border of park and private property	All Parks	the standards for each typ
Hydro supply	At frontage of all parks	of park design, with visua
Water supply	At frontage of all parks	examples and any specifi
Suitability for parkland development (e.g., good drainage, size, etc.)	All Parks	metrics.
Potential for green space connectivity (to natural areas, corridors, open space.)	All Parks	
* Community planning should include natural and built shade features at play structures, benches and sitting areas) to protect citizens from the sur		
Recommendation 4: Establish parks in r developed areas by using a community-ba demographics, socio-economic factors, p proximity to existing parkland, desired urb now much (4.0 ha/1000 gross and minimu and where parkland is needed.	ased assessment opulation projections, an type) to determine	Policy D6.2.2 of the Officia Plan already encourages the provision of public parkland to achieve a minimum ratio of 1.2 hectares of local parkland per 1,000 residents and 2 hectares of non-local parkland per 1,000 residents. These ratios w be assessed through the Official Plan Review.
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cases) or cash in lieu in accordance with Recommendation 6 in Section 4.1.1.	
Review parks and trails assembly, linear parkland, and parkland/trail acceptance policies in the context of an assured level of service (i.e., minor parks or playgrounds within 800 metres of each residence).	According to Section D6.3.3 of the Official Plan, Parkettes shall service a 0.2 to 0.4 km radius while Neighbourhood Parks service the immediate neighbourhood within a 0.4 to 0.8 km radius. There is no assured level of service set out for trails in the Town, which could be considered.
Update standards to include timing of provision of parkland amenities so that such facilities are available to residents when 25% occupancy, or sooner, of a subdivision is reached. In the future, the municipality may consider undertaking the requisite consultation and study to provide for alternative parkland dedication rates for cash-in-lieu, as provided in the Planning Act.	This recommendation should be considered through policy implementation, including the preparation of a Parks Plan and coordination with developers.
Recommendation 6: Upgrade existing parks. Develop policy and accompanying procedures and maintenance practices consistent with provincial best practices. For example, commit to a long-term policy in regard to replacing existing or installing new park play structures that ensures all landing areas are replaced with CSA approved composite/rubberized (or equivalent), and in addition maximizing physical accessibility should be a priority in the design. Maintain inspection reports on structures on a monthly basis.	While Official Plan Policy D6.2.6 encourages the use of monies received from cash-in-lieu of parkland to improve or expand existing parks, there is opportunity to add additional Official Plan policy direction to encourage the refurbishing of existing parks to ensure accessibility and continued safety through monitoring. Similar encouraging language could also be included in the Community Design Guidelines relating to accessible park design.
Recommendation 8: Adhere to guidelines and principles of Crime Prevention Through Environmental Design (CPTED) and Accessibility for Ontarians with Disabilities Act (AODA) legislation for park design. As well, use design features to avoid conflict between active and passive park uses.	There is opportunity to reflect CPTED principles and AODA requirements within both the Official Plan and Community Design Guidelines for park design. The Guidelines specifically

	provide the opportunity to expand on ways in which safety and accessibility can be accommodated through park design.
Recommendation 13: Provide more shade trees and shade features in parks, near facilities, along trails, etc. for personal enjoyment, safety, and in response to climate change.	The Town's Official Plan parkland design policies and Community Design Guidelines should both be updated to encourage the provision of more shade trees and structures in parks and open spaces and along trails in the Town.
Waterfront Protection, Access and Enjoyment	
Recommendation 4: Improve and expand trail linkages wherever possible for residents to easily access the waterfront.	While Section D3.3.5 of the Official Plan sets out extensive trail policies, additional wording could be added to encourage linkages for waterfront access.

3.2 Trails, Cycling Routes and Active Transportation

Section 4.4 of the LAP recognizes that "trails, cycling routes and active transportation have become increasingly essential aspects of a prosperous and healthy community" and continue to be in high demand in the Town. According to consultation conducted through the LAP, the vast majority of respondents are happy with the Town's trails and see opportunities to link up with regional network, create an even stronger trail system, and secure trails in the Town for years to come.

Challenges

The following summarizes some of the challenges highlighted through the LAP relating to trail planning and design:

• Residents have to drive to get to parks or trails. More trail linkages between parks, neighbourhoods, athletic fields, public buildings, and so on, would be more pedestrian friendly and desirable.



- There seems to be a patchwork of trails and a comprehensive long-term plan is missing that would show how the Town could "plug into" the regional trail infrastructure.
- Long term planning will have to anticipate, and perhaps accommodate, new types of trail use and user group trends (e.g., equestrian, blue trails, e-bikes, ATV, off-leash dog trails, mountain bike, winter walking trails, trails exclusively for pedestrian or cyclists).
- There is a need for more parking spaces, benches, shade shelters, washrooms and marking trails more accessible and barrier free.
- Wayfinding and trail promotion could be improved, such as maps, signage and trail guides.
- There are a number of safety issues to address (e.g., cyclists who do not use a warning bell to signal their approach to pedestrians; lack of paved shoulders for cycling; safety at trail crossings; lack of parking (e.g., Loree) causing hazards with people, dogs, kids, bikes and cars along the road; a need for mutual respect among different user groups; better signage and education; difficulty for adult trikes to go around boulder barricades.

The recommendations set out in **Table 2** below are direct from the LAP (Section 4.4) and either directly relate to the Official Plan Review or have merit in being considered through additional policy updates or updates to the Community Design Guidelines.

Table 2. Trails, Cycling Routes and Active Transportation RecommendationsLeisure Activities Plan RecommendationOfficial Plan Update

Trail Planning and Acquisition			
Recommendation 1: Be aggressive in trail planning and development over the next five years, and build momentum for trail planning with these initiatives:	The Official Plan could encourage the development of an Active Transportation Plan and set out		
 i) Develop a five and ten year plan for trail linkage and amenities and trail historic signage, and incorporate waterways for canoeing and kayaking. ii) Create an Active Transportation Plan for The Town of Blue Mountains (which includes 1. Walking; 2. Biking; 3. Mass transportation; 4. Car traffic, in that order of priority). 	parameters. The County Official Plan already directs the completion of a Recreational Trails Master Plan, which was completed in 2020 and could be		
iii) Promote a Town and Grey County Trails Strategy that links with the Simcoe County trails plan and marketing opportunities.	reflected on for direction in the Town.		
iv) Create a wayfinding plan for the Municipality (Note: it would be easy to adopt the current system in Collingwood.)v) Promote "Share the Road" and other safe-cycling policies and procedures.	The development of wayfinding for trails could also be encouraged within the Official Plan.		



Recommendation 2: Immediately upgrade the trail planning process with coordination of transportation planning and recreation management. The Georgian Trail is a significant travel corridor or "highway" and should be connected to all residential developments (minimum 10 foot, off road linkages) and be accessible to all residents in the Municipality. Therefore, desirable corridors of safe connection must be incorporated into all future planning.	In accordance with the Town's Transportation Master Plan (2022), policy language could be added to the Official Plan which recognizes the significance of the Georgian Trail and its connection to residential developments, as well as overall accessibility.
Recommendation 3: Adopt Active Transportation Municipal Policies, strategies, and standards, to convey Municipal intent to staff and community members.	The Official Plan contains active transportation policies in Section D2.5 which are being updated as part of the Official Plan Review and in accordance with the 2022 Transportation Master Plan.
Recommendation 7: Require all new subdivisions, commercial and public areas to connect their on-site pedestrian routes to offsite sidewalks and trail access points as part of the Official Plan Review. Design pedestrian routes to allow clear and unobstructed passage, with a minimum width of 1.5 metres with no abrupt side slopes, and a minimum overhead clearance of 2.5 metres. All street furniture should be off the pedestrian route of travel, and storm sewers should be placed where they won't interfere with active transportation.	The active transportation policies of the Official Plan area being updated and will include the recommended metrics. Analysis will be available within the Transportation Background Paper. The Town's trail policies could be updated to encourage connections from new subdivisions, commercial and public areas, as well as the provision of appropriate street furniture.
Recommendation 10: Include policy in Official Plan during review to support implementation of trails, cycling routes, and active transportation; and include a conceptual trails plan in the Official Plan update. In addition, review current planning procedures and add language that requires all new site development agreements to make trails, cycling, and active transportation provisions essential.	The recommended provisions will be included in the updated Official Plan. Schedule B-1 and B-2 already delineated the Bruce Trail, Georgian Trail and all other trails in the Town, however these routes will be assessed and updated as needed.
Trail Safety, Standards and Quality of Experience	



 Recommendation 8: Provide the following conditions on all pedestrian routes (as part of the Official Plan review process) to promote and enable walking: i) All residential areas need connection throughout the development and the distance a pedestrian must walk to reach a connecting pathway should be no further than 150 meters. ii) Cul-de-sacs and other types of dead ends need to provide connection of a minimum of 3 meters wide, which should be hard surface (compacted gravel as a minimum). 	It is recommended to include these provisions within Section B3 for each applicable Urban Land Use Designation or within Section D3 for Community Design. The Community Design Guidelines can also expand on how mid-block pedestrian pathways should be appropriately accommodated, providing examples and/or scenarios.
Recommendation 10: Place standard-style Municipal bike racks at visible locations at public facilities, trail heads, play areas and public spaces. All commercial developments should be encouraged to provide covered and safe bike racks for employees.	The Official Plan and Community Design Guidelines can encourage the location of bicycle racks and parking through the development process.
Recommendation 18: Separate recreational trail cycling from road cycling by a minimum 10 feet (3 metre) and where possible by a physical barrier (to be coordinated with standards being developed within Transportation Master Planning).	The Official Plan and/or Community Design Guidelines could encourage separated trail and road cycling – with the option to include a specific separation requirement.

4 Policy Opportunities and Recommendations

The following sets out the Town's existing Public Parkland and Open Space policies contained within Section D6 of the Official Plan, alongside preliminary opportunities to update the policy framework based on the updated Planning Act, County Official Plan, Leisure Activities Plan and best practices.

4.1 **Objectives**

The following objectives for the Official Plan and Town are set out in Section D6.1:

- Establish and maintain a system of park open space and parkland areas that meet the needs of present and future residents;
- Enhance existing parkland areas wherever possible to respond to changing public needs and preferences;
- Ensure that appropriate amounts and types of parkland, and land along the shoreline and for access thereto, are acquired by the Town through the development process;
- Encourage the dedication and donation of environmentally sensitive lands into public ownership to ensure their continued protection;
- Protect and enhance the public open space and parkland areas in a manner that is consistent with the environmental objectives of this Official Plan;
- Promote the establishment of a continuous linear open space system connecting natural, cultural and recreational land uses with the Town and surrounding municipalities;
- Coordinate with other public and private agencies in the provision of open space recreational and cultural facilities;
- Encourage the development of a walking and cycling trail system within the open space system that is accessible to the public utilizing trails, paths, streets and other public open spaces; and
- Ensure that the services, infrastructure and facilities required to support these uses are in place.



Official Plan Opportunities:

The following are preliminary opportunities to update the Town's objectives based on gaps between County Official Plan policy and best practices:

- The Town should encourage the development of a range of park spaces, types and forms. The Blue Mountains is especially well positioned, based on its location and tourism, to encourage and consider additional park forms such as dog parks; water-based activity parks; skateboard, bicycle or roller skate parks; or community gardens; etc.
- As an objective, the Town should encourage the design of parks and programmed open spaces to be accessible and age friendly, offering a wide range of passive and recreational opportunities. A range and age of users should be able to enjoy the multiple amenities of each park at one time.
- The Town has the opportunity to encourage the development of new parks in close proximity to new residential development. The County Official Plan sets an objective that where feasible, all new residential developments shall be within 500 metres of parkland or open spaces. This is an important metric when considering the use of parkland dedication versus cash-in-lieu of parkland in the Town.
- The Town's objective for the establishment of a continuous linear open space system could be expanded on to emphasize the importance of the connectivity of parks and open spaces, the overall trail network and access to the waterfront.
- Connectivity to the trail network should be encouraged for new residential development and commercial areas.



4.2 General Policies Applying to All Public Parkland

The policies of Section D6.2 of The Blue Mountains Official Plan are set out in **Table 2** below, alongside identified opportunities to update each policy section.

	Existing Policy	Opportunities
D6.2.1 Leisure Activities Plan	The Leisure Activities Plan (LAP) adopted by Council in 2006 informed the policies in this section of the Plan. The LAP is intended to enable the Town to effectively deliver leisure services for its residents and visitors. The LAP shall be updated, as required, to respond to changing needs and circumstances.	It is recommended this policy be updated to reference and reflect the Town's updated 2021 Leisure Activities Plan.
D6.2.2 Overall Public Parkland Standard	Council shall encourage the provision of public parkland to achieve a minimum ratio of 1.2 hectares of local parkland per 1,000 residents (permanent and seasonal) and 2.5 hectares of non-local parkland per 1,000 residents (permanent and seasonal). Specific requirements respecting local and non-local parkland are set out in Section D6.3.	The LAP encourages the use of a community-based assessment to determine how much (4.0 ha/1000 gross and minimum 1.2 ha/1000 net) and where parkland is needed. Through the Official Plan Review, demographics, socio-economic factors, population projections, proximity to existing parkland and desired urban type will be assessed and these ratios evaluated.
D6.2.3 Integration of Other Public Uses with the Public	Where a public parkland area is to be integrated with an educational or major recreational facility, it is the intent of this Plan that the two uses complement each other by ensuring that there are no physical barriers between the uses.	Building on this policy, the Official Plan could further encourage the co-location of parks and schools, as well as other major recreational facilities, specifically as the Town grows and new neighborhood areas are developed. Additionally, the County Official Plan also encourages municipal park and public space in proximity to residential and commercial uses.

Table 2. Opportunities to Update Section D6.2: General Policies Applying to All Public Parkland

	Existing Policy	Opportunities	
Parkland System			
D6.2.4	Where appropriate, Council may:		
Other Source of Parkland and Facilities	 a) Encourage other agencies to provide open space and amenity areas for public use; b) Enter into joint use/management agreements respecting the development of specific recreational facilities that are available to the general public; c) Provide linkages between municipal open space areas and the facilities provided by other agencies or private organizations; d) Ensure the adequate provision of private indoor/outdoor amenity spaces through regulations pertaining to development applications; and, e) Accept treed lands, particularly those within Hazard Lands and along the Niagara Escarpment and the Nipissing Ridge, to maintain the visual quality of the resort area but shall not be considered a parkland dedication under the Planning Act. 	-	
D6.2.5 Dedication of Land Through the Development Process	As a condition of approval of development or redevelopment of land, the Town shall require the dedication of land for park or other public recreational purposes in accordance with the Planning Act. The amount of land required and/or the cash-in-lieu component shall be determined by the Town in accordance with the statutory requirements and the following criteria:	This policy needs to be revised to reflect the updated permissions of the Planning Act through Bill 23, specifically the maximum alternative rate which is now 1 hectare per 600 units for land conveyance and 1 hectare per 1,000 units for cash-in-lieu. Additionally a maximum of 10% of land may be conveyed for sites 5 hectares or less and a maximum of 15% of land may be conveyed for sites 5 hectares or more.	



Existing Policy	Opportunities
 a) For residential purposes: an amount not exceeding 5% of the land being developed or 1 hectare per 300 dwelling units, whichever is greater; b) For commercial or industrial purposes: an amount not exceeding 2% of the land being developed. The Town may accept cash in lieu of land as an alternative for any park dedication required by this Plan. Such cash in lieu payments shall be based on the provisions of the Planning Act. All lands dedicated to the Town shall be conveyed in a physical condition satisfactory to the Town. Lands within the Hazard Lands designation and/or which have been identified as hazard lands shall not be considered as part of the required minimum dedication of parkland pursuant to this section of the Plan. 	 The Town's Leisure Activities Plan notes the Blue Mountains has been accepting cash-in-lieu on a regular basis, which has not led to progressive recreation planning. It is recommended to include policy language which encourages the conveyance of parkland on development and redevelopment sites in order to accommodate a range of parkland in the Town and in proximity to and integrated within residential and commercial developments. The LAP recommends only accepting cash-in-lieu in the following circumstances: Existing parkland allocation meets the standard conveyance rates of 2% for commercial or industrial purposes and 5% for all other cases, and a larger park area is not desirable; The projected growth will have adequate provision and distribution of parks and recreational facilities; A proposed development or redevelopment has achieved long term capital support and provides alternative leisure opportunities to a broad base of the Municipal population; Future developments can provide necessary parklands for future growth; Land does not provide an active transportation link to other parks, facilities, or trail heads.

Existing Policy	Opportunities
Existing Policy	 Additionally, the County Official Plan only permits local municipalities to accept cash-in-lieu under one or all of the following circumstances, where: The required land dedication fails to provide an area of suitable shape, size, or location for development as public parkland; The required dedication of land would render the remainder of the site unsuitable or impractical for development; and/or Existing park and recreational facilities in the vicinity of the site area are, in the opinion of the County, clearly adequate to serve the projected increase in population. It is the County's intent that proximity to existing parkland features shall be considered in assessing the need to provide parkland dedication versus cash-in-lieu – where feasible, all new residential developments shall be within 500 metres of parkland or open spaces.

Existing Policy		Opportunities	
D6.2.6 Uses of Monies Received Through the Cash-in-lieu Process	 All monies received under the provisions of Section D6.2.5 shall be used for the sole purpose of developing and acquiring public parkland and/or developing recreational facilities in accordance with the Planning Act. These monies may be used by Council for the: a) Acquisition of land for park purposes; b) Acquisition of additional land to expand existing parks where appropriate; c) Acquisition of vacant infill sites to create new small parks; d) Acquisition of redundant properties owned by public agencies; e) Improvement of park design and development within existing parks; and/or, f) Establishing priorities for acquisition through Council approval of updated Recreation Master Plans. 	In addition to the above, based on Bill 23 changes, the Town must also now spend 60% of the monies received through cash-in-lieu of parkland annually. Where cash-in-lieu is accepted, it is recommended that the Town also consider using the monies to update existing parks to ensure safety and full accessibility.	
D6.2.7 Parkland Dedication By-law	 Council shall enact a Parkland Dedication By-law that establishes: a) The lands to which the by-law is applicable; b) The rate of parkland dedication in accordance with this Plan; c) The development applications which are subject to parkland dedication requirements; and 	The Town has an existing old Parkland Dedication By- law which will need to be updated. Direction based on updates to the Planning Act (Bill 23) will need to be added. The Official Plan policies can be used as a tool to ensure improved parkland dedication and additional requirements for parks from the Town.	



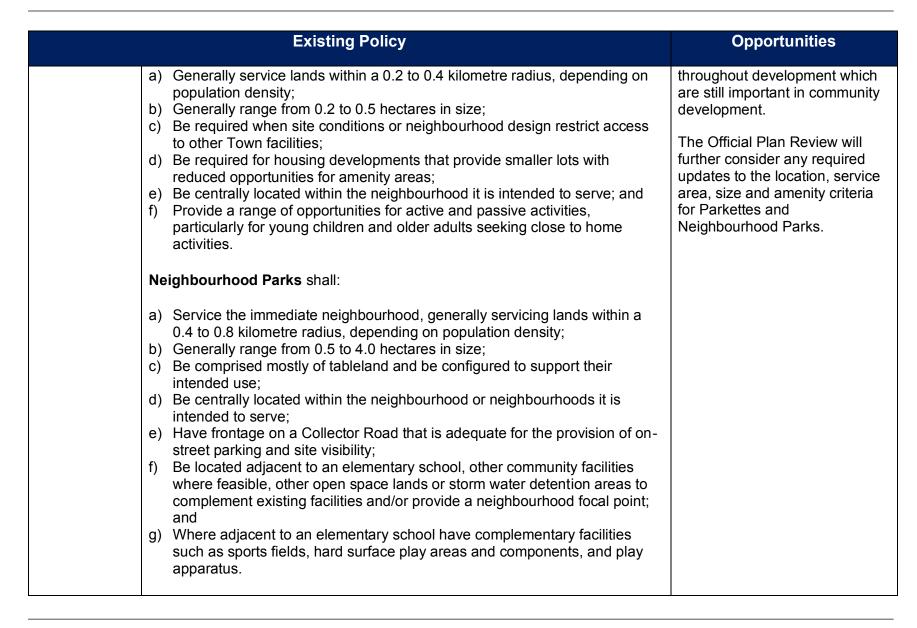
	Existing Policy	Opportunities
	d) Land uses, which are exempt from parkland dedication requirements.	
D6.2.8 Lands Not Accepted	 Lands, which may be conveyed to the Town that shall not be considered part of the required dedication for parkland purposes, unless specified by the Town to be required as parkland dedication, include the following: a) Lands designated as <i>Hazard Lands</i>; b) Lands, which comprise part of any required open space component; c) Walkways which are provided as part of the overall subdivision or site plan approval; d) Lands which are required for other municipal <i>infrastructure</i> purposes, including roads, service lines and stormwater management facilities; and, e) Lands which are otherwise conveyed to the Town, whether used for <i>recreation</i> purposes or not. 	To enhance readability, it is recommended this policy be moved up to follow after Policy D6.2.5.

4.3 Parkland Development Policies

The policies of Section D6.3 of The Blue Mountains Official Plan are set out in **Table 3** below, alongside identified opportunities to update each policy section.

	Existing Policy	Opportunities
	libraries, cultural heritage resources, day nurseries and recreational facilities.	for different scenarios across the Town and various different areas.
D6.3.2 Parkland Classification System	There are two types of public parkland in the Town. The Local Parkland classification applies to lands that are intended to be used by residents in the immediate area. The Non-Local Parkland classification applies to lands that are intended to be utilized on a community wide or Town basis. Policies for both types of parkland are contained within this section of the Plan.	-
D6.3.3 Local Parkland	Local Parkland is intended to fulfill the needs and interests of residents in the surrounding residential area. The major components of Local Parkland include: Parkettes; and Neighbourhood Parks. Parkettes and Neighbourhood Parks are a permitted use in the Community Living Area designation and do not require a separate land use designation. New Secondary Plans shall conceptually delineate the location of Local Parkland. Council will encourage the provision of Local Parkland at a ratio of 1.2 hectares per 1,000 residents (permanent and seasonal). Council recognizes that factors, such as the amount and location of available vacant land, the proximity of lands within the natural heritage system and the location of schools, places of worship and Non-local Parkland may influence the amount and location of Local Parkland provided in each area of the Town.	The Town should consider permitting Parkettes and Neighbourhood Parks throughout the Town's Residential Recreational designation and others as applicable, to ensure parkland across the Town as residential land is developed and not only the Community Living Area designation in Thornbury/Clarksburg.
	It is the intent of the Plan that small, local municipal parklands shall not be encouraged as part of the overall design of subdivision development within the resort areas of Town and that the required parkland dedication for smaller parcels shall generally be encouraged as a cash-in-lieu provision. Parkettes shall:	This policy is recommended to be reworded to emphasize that the Town directs the development of larger park parcels to meet parkland dedication requirements, rather than discouraging parkettes

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	Existing Policy	Opportunities
D6.3.4 Non-Local Parkland	Non-local Parkland is intended to fulfill the needs and interests of all Town residents and visitors to the Town. The major components of Non-local Parkland include: Community Parks; and Town Wide Parks.	
	Council will encourage the provision of Non-local Parkland at a ratio of 2.5 hectares per 1,000 residents (permanent and seasonal). Council will encourage the co-ordinated development of Non-local Parkland with schools and other major institutional uses, and natural heritage features that form part of the natural heritage system.	
	Community Parks shall:	
	 a) Generally service a settlement area, Secondary Plan Area or Hamlet Area; b) Generally have a minimum site area of 4.0 hectares of primarily tableland; c) Be located adjacent to a school or community facility such as a community centre, arena, pool or library where feasible, or other major open space lands to complement other neighbourhood facilities and provide a community focal point; d) Have frontage on a County or Collector Road; e) Where adjacent to a school, have complementary facilities such as major sports fields, hard surface play areas and other active park uses; and, f) Be the site of primarily outdoor recreational uses with broader community facilities such as water play areas, gardens or special event staging areas with associated washrooms, pavilions or service areas. 	The Official Plan Review will further consider any required updates to the location, service area, size and amenity criteria for Community Parks and Town- wide Parks.
	Town-wide Parks shall:	
	 a) Generally service the entire Town and visitors; b) Generally have a minimum area of 6.0 hectares of primarily tableland; c) Be located on a County Road or Provincial Highway; 	

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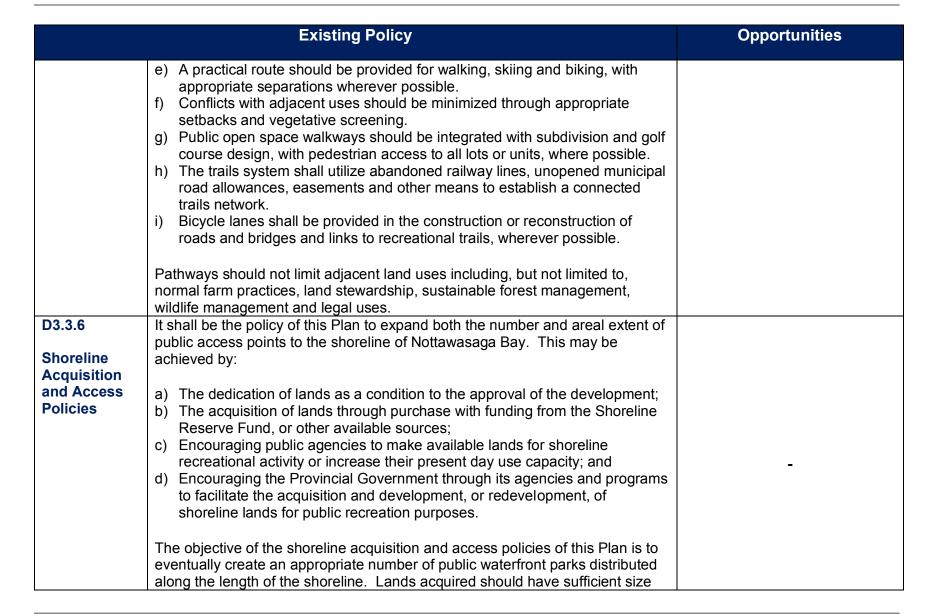
	Existing Policy	Opportunities
	 d) Provide passive recreational areas (e.g. woodlots, natural areas and open space) and/or active recreational areas including major athletic facilities or standard sports fields, hard surface play areas, special event staging areas, and other major recreation facilities with associated play, water play, washrooms, pavilions or service areas; and e) Where appropriate, integrate public cemeteries and other complementary public uses and community facilities. 	
D3.3.5 Public Walkway Policies	It is intended that the municipality will continue to establish a system of public pathways designed to provide a practical recreational facility for walking, skiing and biking trails, and to facilitate pedestrian access between major recreational activities associated with the Niagara Escarpment and Nottawasaga Bay, and the major residential and commercial centres in the planning area. Particular attention is also to be given to the establishment of an open space walkway corridor along the Nipissing Ridge, with linkages to the Bruce and Georgian Trails. Such linkages shall be encouraged within the required open space component for development.	Without changing the overall intent, it is recommended to reframe this section as the Town's "trail network" versus "public pathways". Official Plan Schedule B-1 and B-2 label each of the Town's various trails.
	The primary linkages for the overall public walkway system are identified as Trails on Schedules B-1 and B-2. These primary linkages shall be provided for in the design of proposed new development, always ensuring that the general orientation of pedestrian access is maintained. The location of such linkages shown on Schedules B-1 and B-2 shall be considered conceptual only, with some flexibility in subdivision and site plan design.	The Leisure Activities Plan makes a number of trail network recommendations. While the Official Plan already contains an extensive framework for trails, the following are opportunities to expand on trail design and connectivity:
	As a condition of new development, proponents shall provide for the dedication to the Town of new public pathways in accordance with the Town's engineering standards. It is noted that the pathways may vary from a simple foot path in wooded, low density areas to a higher capacity surfaced walkway in denser developed areas. Paved or concrete pathways shall generally be required for internal walkways within subdivision areas. Multi-functional pathway systems	 Encourage waterfront access for trails; Encourage trail separation from the road and physical barriers to ensure safety;

Existing Policy	Opportunities
for walking, skiing and biking shall also be encouraged. In some cases, extra wide or dual pathway systems may be appropriate for such multi-functional purposes. The standard of construction shall be determined by the Town bearing in mind the anticipated user demand and character of the environment. Subdivision design shall incorporate an extensive network of open space public pathways, where appropriate, in addition to sidewalks along roadways. These open space pathways shall be considered part of the required municipal infrastructure, and shall not be considered part of any required parkland dedication.	 Encourage the provision of bicycle racks and other street furniture such as benches along trails; Encourage tree planting and vegetation; Wayfinding along the Town's trail network should be improved;
This Plan encourages a co-ordinated effort between ski clubs and resorts and municipal and provincial bodies in establishing integrated hiking and nature trails to encourage summer recreational activity, as well as winter ski trails where appropriate.	 Encourage the improvement of existing trail accessibility within new subdivisions, commercial development and public spaces where possible.
The Town shall undertake the development of a Trails Master Plan to identify key trail development priorities and policies to effectively guide pedestrian trail network decision-making.	The LAP also recommends adding policy language that requires all new site
The location and design of pathways shall be guided by the following policies:	development agreements to make trails, cycling, and active
 a) The trails system shall be designed to provide a variety of trail types (e.g. nature trails, soft surface, hard surface, on-road, boulevard, etc.) throughout the Town providing multiple options for trail users. b) The right-of-way shall generally be a minimum of 6 metres in width. Greater or lesser right-of-way width may be required based on the location, design and nature of the pathway. c) The location should be oriented towards treed areas and areas of frequent change in elevation or contour while avoiding steep, unstable slopes. d) Routes should be separated from roadways, where possible, but may substitute for sidewalks where paralleling the road allowance. 	transportation provisions essential.

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	Existing Policy	Opportunities
	and depth so as to provide adequate access and parking. Acquisition of shoreline lands adjacent to existing public holdings shall be encouraged. Shoreline walkways shall be especially encouraged as part of the development of plans of subdivision. Particular regard shall be given to the acquisition of larger Proposed Park areas along the shoreline	
D3.3.7 Nippising Ridge	It shall be the policy of this plan to recognize the Nipissing Ridge as a prominent geological feature formed by the first bluff of the Lake Nipissing Shorecliff. The Nipissing Ridge shall be considered a high priority for acquisition by the Town as a condition of development approval for open space, public walkways and linkages with parks.	
	Because of the unique nature of this feature, and the significance to the open landscape character, the Nipissing Ridge shall generally be protected, with a high priority given to the retention of these lands in their natural state, to be maintained as a continuous natural corridor, where possible. Development of limited permitted uses shall be under strict control, and subject to the requirements of Section C9 to this Plan.	-
	Some limited golf course development and trails in association with the Nipissing Ridge may be considered, provided careful attention is given to ensure minimal visual and environmental disruption. Other uses permitted in the Hazard Lands designation shall generally be prohibited along the Nipissing Ridge, unless required for conservation purposes.	
D3.3.8	It is a policy of this Plan to support the integration and enhancement of the Bruce Trail. The location and design of the Bruce Trail shall take into	It is recommended these policies be integrated as part of
Bruce Trail	 consideration: a) The ownership and use of the land upon which the trail traverses; b) The mitigation of potential impacts; and c) The provisions of adequate parking to meet the needs of trail users. 	the overall trail policies of Section D3.3.5, which would encourage integration of the Bruce Trail with the overall trail network and Town-wide trail



Existing Policy	Opportunities
	network policies which should already cover these criteria.
	It is also recommended the Georgian Trail be recognized as a significant trail corridor as well.





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