



TOWN OF SHELBURNE PARKS MASTER PLAN



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1 INTRODUCTION

1.1 OVERVIEW

In the winter 2009, the Town of Shelburne launched the development of a comprehensive Parks Master Plan for the community. This Master Plan focuses on outdoor parks, open space and trail resources. The Master Plan's intent is to guide parks and open space development over the next ten years with a goal to provide a range of recommendations on the creation of a balanced array of active and passive parks, heritage and environmental spaces and trails that meet the current and future needs of Shelburne residents.

The master planning process undertaken by the Town involved three phases:

- Phase I – Situational Analysis Report;
- Phase II – Draft Parks Master Plan Report;
- Phase III – Draft Master Plan Review and Project Finalization.

1.2 BACKGROUND RESEARCH

The first phase of the Parks Master Plan involved a comprehensive research-based work program for which the inputs, analyses and results are available under separate cover entitled Situational Analysis Report for the Town of Shelburne Parks Master Plan. The research phase involved the following key activities:

- A population profile, projections review, and community development profile;
- Parks and trails inventory and assessments of their use;
- Review of relevant planning, policy and related strategic and policy documents and materials;
- Focus groups, interviews and public meetings involving community and organized group representatives soliciting their input on the strengths and weaknesses of the parks and open space venues and services available, the services delivery model, future perspectives and needs, etc;
- A financial review of operating costs and the Town's capital forecast for parks and open spaces;
- A trends analysis related to the use of parks and open space, development and delivery.

1.3 PARKS MASTER PLAN DEVELOPMENT AND FORMAT

The recommendations within the Town of Shelburne Parks Master Plan have been developed on three levels, moving from a strategic foundation through to specific initiative recommendations:

Level 1 Plan Foundation	Section 3.0 provides the foundation of the Plan via a Vision, Mission, Principles and Values and Goals.
Level 2 Parks Policies and Delivery Strategies	Section 4.0 focuses on establishing a policy framework for the development, delivery and evaluation of parks and open spaces, as well as the variable delivery approaches that could be utilized and participated in by the Town of Shelburne and the community.
Level 3 Specific Parks and Open Space Initiatives	Section 5.0 identifies parks projects, investments and approaches that are proposed to be undertaken by the Town of Shelburne over the next ten years.

This document represents the Parks Master Plan for the Town of Shelburne. It was reviewed by the Project Steering Committee on July 22, 2009. It was presented to the public and Council for input and discussion on September 28, 2009.

2 STRATEGIC THEMES

From the Situational Analysis Report, a series of conclusions and strategic themes were developed that established a foundation upon which the Parks Master Plan and its recommendations are based. The broader research and conclusions are available in the Situational Analysis Report. The following material represents the key strategic themes that emerged from the consultations and research phase for this project.

- The development of an integrated and comprehensive community trail system that invites broader use and connects more destinations, has higher levels of awareness and other supports;
- Developing a clear strategy and direction for Fiddle Park as a community park resource and special event and open space venue;
- Potential to develop a collaborative park partnership with the Upper Grand District School Board with the Centennial Hylands Elementary School venue and the adjoining KTH Park as a multi-field soccer venue;
- Redeveloping community sports field parks related to one focusing on baseball and one focusing on soccer in order to reduce field conflicts, enhancing program delivery and to build additional capacity where needed;
- Consider the development of a skateboard park, BMX facility and other targeted opportunities for youth;
- Develop a strategy to support smaller parks, urban design and downtown connections where parks enhance urban form and pedestrian experiences;
- Undertake planning to support an increase in seniors population and the specialized needs they may have in using parks in terms of rest and shade areas, washrooms, etc;
- Consider the potential to develop the Fairgrounds as a more active community park with potential integration of the Fair at Fiddle Park;
- Continue and enhance strategies to support community volunteer and service club organizations as the premiere deliverers of outdoor recreation and leisure programs, as well as their ongoing support for parks, open space and trails development.

3 MASTER PLAN FOUNDATION

3.1 INTRODUCTION

A Vision, Mission and Principles have been identified for the Town of Shelburne Parks Master Plan. They have been developed based on the key themes and outcomes that emerged from the Situational Analysis.

3.2 VISION STATEMENT

A Vision Statement sets a horizon towards which all stakeholders can gravitate. It should be both inspirational and a statement that creates a common bond and sense of direction. The Vision Statement establishes a direction for the Parks Master Plan, and is a basis upon which the Plan evolves, both in terms of its development and its ongoing application.

Recommendation 1: Parks Master Plan Vision

A diverse mix of unique parks, open spaces and trails will be available to be used and valued by the Shelburne community and contribute to resident quality of life and wellness, the preservation of significant environmental resources and to a vibrant and healthy community for both current and future generations.

The Vision for this Parks Master Plan starts with a focus on a diverse mix of parks, open spaces and trails. The Vision articulates a need to ensure that there is significant diversity, both in terms of ensuring parks distribution across the municipality for all residents to access and enjoy, as well as variability in supporting different uses, needs and outcomes. Therefore, neighbourhood parks support local areas for children's formal and informal play, neighbourhood beautification and enhanced quality of life. Other categories of parks support the goals to conserve important natural features, support special events and provide significant contributions in shaping a positive urban form for Shelburne. It is through this diversity of distribution, format, size and use that the richness and capacity of the Town's parks will be fully expressed and valued by the community.

The Vision also focuses on parks as supporting the interests and aspirations of both current and future residents. It speaks to the long term, perpetual value and importance of parks and open spaces in Shelburne. The current generation of residents who live in Shelburne and the future generations that will come are the beneficiaries of today's and tomorrow's decisions with respect to ensuring an effective array of parks, open spaces and trails.

3.3 MISSION STATEMENT

A Mission Statement speaks to the fundamentals and focuses on what is going to be achieved via the Master Plan. It articulates intent and the broad strategic approaches to be utilized.

Recommendation 2: Parks Master Plan Mission Statement

The Shelburne Parks Master Plan will direct the Town's achievements and investments in a balanced mix of parks, open spaces and trails. It brings together all the community's parks and open space capabilities and resources that contribute to the enrichment of the quality of life of Shelburne residents through both partnerships and direct service delivery strategies that:

- **Inspire a true value for and encourage broad-based, active resident outdoor recreation participation that supports improved resident health, well-being and personal development;**
- **Generate a strengthened sense of community identity, spirit and volunteer service within residents;**
- **Support improved unique community special events and positive economic development;**
- **Sustain the viability of important environmental and natural areas important to the community's urban form, natural heritage and environmental health.**

The Mission for this Master Plan is targeted at guiding and directing the Town's ongoing achievement of a balanced array of parks, open spaces and trails which connects directly with the Vision. The Town, through its leadership role, works with the community to achieve all the outcomes identified. The Mission is designed to bring together all the community's capacities and resources and not just those of the Town.

The key outcome for the Master Plan is to enrich the quality of life for Shelburne residents, that is, that all residents will be better off in terms of the quality of their day to day life by being able to access or be served by parks, open spaces and trails across a spectrum of opportunities.

Four objectives support the achievement of the Master Plan's Mission:

- Develop strategies that focus on residents understanding the benefits of outdoor leisure participation as an important part of life within the community related to resident health, well-being and personal development;
- Create the opportunity to strengthen the residents' sense of community by supporting community spirit and of ownership, along with unique opportunities for residents to serve their community through volunteerism;

- Support the sustainability of Town neighbourhoods and contribute to unique special events and overall economic development;
- Preserve overall natural areas and environmental features that are important to a healthy ecology, sustain the Town's natural heritage and contribute to the Town's urban form.

3.4 PRINCIPLES

The following Principles have been developed as a basis to guide the decision-making, directions, strategies and recommendations within the Town of Shelburne Parks Master Plan.

Recommendation 3: Master Plan Principles

The Parks Master Plan will focus on...

Balanced Opportunities

Provide a balanced mix of parks and open space venues that support recreation and educational opportunities; preserve significant environmental resources; and enhance resident quality of life through social, health / fitness and personal development benefits.

Fair and Equitable Access

Ensure fair and equitable opportunities that encourage participation by all members of the community in terms of ability, culture, economic, geographic and related interests and backgrounds.

Maximized Use

Maximize utilization of existing parks and open space resources through their on-going rehabilitation and renewal.

Flexibility and Accessibility

Geographically disperse parks and open space venues across the community in order to meet changing user demands and population growth patterns, ensuring key linkages between both neighbourhoods and important destinations.

Leadership and Partnership

Continue a leadership role in the planning, development, facilitation and supports for parks and open space resources, pursuing innovative strategies involving partnerships, joint ventures, direct delivery and community-based approaches.

Natural Areas

Ensure the Town's parks, open spaces, stream corridors and natural areas continue being valued by the community through conserving key environmental resources, designing access by the public for both programmed and non-programmed activities and contributing significantly to the urban form of the community.

Sustainability

Support the sustainability of the Town's parks and open spaces over the longer term through innovative designs and efficient operations that support adaptability and are environmentally sound, affordable to construct and operate and facilitate an ease of maintenance.

4 PARKS, OPEN SPACES AND TRAILS DELIVERY POLICY AND STRATEGIES

4.1 INTRODUCTION

The Parks Master Plan foundation provided recommendations on a Vision, Mission and Principles as a basis for the development of the Master Plan's more specific recommendations. The next level of recommendations within the Master Plan, prior to the individual venue and infrastructure initiatives, involves the Town's park delivery policy and delivery strategy. These recommendations establish the framework on which Town decisions on parks, open spaces and trails need to be assessed and go forward. This component of the Master Plan has two dimensions. First, is the Parks Policy recommendation that guides the Town's actions and investments. Second, is the potential mix of delivery strategy recommendations designed to achieve the Master Plan's goals.

4.2 TOWN PARKS DELIVERY POLICY

Overview

As a basis for the Town to develop its role in the planning, development, delivery and evaluation of parks and open spaces, it requires a policy framework upon which to ensure that it is not seen as the sole party responsible and that everything does not lead back to the Town. However, the policy needs to also recognize that the Town is in a unique position within the parks and open space delivery model in terms of skills and capacity, assets and financial resources, service stability and other key factors. Finding a balance that is a basis to undertake this role is an important part of the long term planning process for parks, open spaces and trails in Shelburne.

The following Parks Delivery Policy recommendation has been developed for the Town of Shelburne.

Recommendation 4: Parks Delivery Policy

- **The Town accepts a leadership role in the planning, development, delivery and evaluation of park, open space and trail needs and opportunities within the municipality.**
- **The Town firmly believes in the value of and need for community organizations to successfully operate programs in park and open space venues as the primary means to expand the accessibility, availability, affordability and mix of recreation services that are available to the residents.**

- **The prioritization process for the Town’s participation and investments in parks, open spaces and trails will focus on servicing Town residents as the primary users within the following framework:**
 - **Park investments that primarily facilitate and encourage broad-based participation amongst Town residents at a recreational level of activity, including in-town, regional and provincial competitive sports field activities for children and youth.**
 - **Park resources and accessibility supports that link to the specialized needs of targeted populations, such as those with disabilities, seniors, young children, teens, new immigrants, etc.**
 - **Park resources that are primarily intended to support key strategic initiatives of the Town, such as economic / tourism development, conversion of brownfield sites, conservation of major open space resources, and specialized services that ensure a broad mix of outdoor opportunities for residents.**
- **The Town will fulfill its role in the planning, development, delivery and evaluation of parks, open spaces and trails based on the following hierarchy and policy framework.**
 - **First – will actively work to facilitate and support community groups and individuals in the development and delivery of venues and on-site facilities by providing technical supports, access to grants and other supports involving data information, volunteer training and recognition, access to facilities and related strategies.**
 - **Second – will enter into partnerships, joint ventures and related collaborative initiatives, at variable levels of involvement, that result in a shared responsibility for a park and open space or facility where:**
 - **The interest of the residents of Shelburne are fully realized;**
 - **Need is apparent;**
 - **Sustainability within acceptable risk parameters exists.**
 - **Third – will undertake the direct development and delivery of parks, open spaces and trails and their facilities where other delivery strategies are not viable or available, utilizing direct capital investment and annual budget support, as well as Town staff operating alone or in partnership with volunteers.**

- **Any Town involvement in parks, open spaces and trails should be based on the following conditions:**
 - **Identification of either demonstrated resident need at reasonable participation levels and / or have environmental or heritage significance;**
 - **Evidence of long term sustainability;**
 - **Assured public accessibility, participation and affordability as appropriate;**
 - **Involvement by the Town reflects the scale of the benefits to be achieved to both the participants and / or the community at large;**
 - **Shared responsibility with neighbouring municipalities that have residents using the park or open space;**
 - **The use of business case analysis and preparation as a basis to support Town investments in parks, open spaces, trails and related facility initiatives where appropriate.**
- **The Town will establish a data collection and outcomes / performance monitoring capacity that will effectively assess the value of the Town's role in the various delivery strategies, the degree of participation that is being achieved by residents and non-residents over a five year time frame and the environmental and quality of life benefits being realized by the Town's investments. Community organizations using Town facilities and venues would need to provide annualized registration data by age, gender and residency.**

The policy focuses on the fact that Town residents are best served if organized groups and individuals can be integrated into the delivery of parks, open spaces and trails and their facilities. This strategy generally focuses on program dimensions, as most parks and facilities are too costly and often require some form of direct or partial Town involvement. The Town can not be all things to all people. Therefore, groups of individuals with a particular interest need to galvanize themselves to a point where they can assume administrative, program development and delivery perspectives for outdoor sports, special events or related activities.

The Town has a role in facilitating community groups in order to assist them by providing technical supports and to aid them to overcome the challenges that may occur from time to time. This role allows the Town to engage with these groups at points where the groups can remain independent but do not have the capacity to access some key resources which could range from marketing and advertising, to registration, to volunteer training and development, to program evaluation, to accessing grants, to assessing new opportunities, etc.

The Town could have skills and capacities in-house or has access to such resources that can be beneficial to these groups, especially if they are experiencing difficulties and their sustainability becomes threatened.

The second level of the policy indicates that the Town, before it will undertake direct involvement in the delivery of a parks and open space facility or services, will look for alternative approaches. This could be through partnerships, joint ventures or other collaborative initiatives. This is not a new perspective for the Town, but asking the question early in the review and development process, as to whether other strategies are available, needs to be formalized.

The third dimension of the hierarchy is that the Town, based on evident need and strategy compliance, decides to make a direct investment in the development of a park, open space or trail. This will occur when no other available alternatives for parks exist and need is apparent.

The policy further articulates key criteria and related considerations that need to be addressed whenever the Town becomes involved in parks and open space initiatives. The affordability and accessibility of the park system to the public becomes a major criteria, as does sustainability and other considerations. Another important consideration is that the scale of the Town's involvement needs to be in balance with the benefits that are to be realized. It is possible that the ideas that come forward are out of scale with the benefits. This needs to be assessed, possibly within a business case model.

From a policy implementation perspective, the Town may need to further develop the application dimensions of the policy, giving particular consideration to the last point which is ensuring the data recording systems are in place to assess participation and benefits, as well as performance monitoring of the outcomes and benefits achieved.

4.3 PARK AND OPEN SPACE DELIVERY STRATEGIES

There are multiple approaches relative to parks, open spaces and trails delivery strategies for the Town. The following material is a basis upon which to develop an overall services delivery strategy.

4.3.1 *Developer Responsibilities*

Overview

Municipalities use a mix of park dedication, land conveyances and Development Charges in new residential areas in order to secure park development resources. There has been some movement in recent years towards developers being more involved in preparing parkland beyond rough grading.

Some developers believe that their residential developments will have a marketing advantage if parks are developed earlier within the overall development process. Typically, municipalities do not advance the development of parks until certain population thresholds are identified and Development Charges have reached certain levels. This process can be frustrating for residents of these developments as parks could evolve five or more years after they move in.

Recommendation 5: Developer Responsibilities

The Town explore with developers, the possibility of developers assuming a larger role in the earlier preparation of parks, open spaces and trails.

This will be a challenging task as not all developers will have an interest, however the opportunity could be an incentive for developers to take on the early preparation of parks sites to Town standards through Development Charges credits. If indeed there is benefit to be realized from a marketing perspective by the developer, then there could be a strategy whereby their involvement could result in facilities being derived earlier, but always to Town standards.

Such a strategy could result in several benefits:

- Reduced Town tendering requirements and potential cost savings;
- Protection of Town's standards;
- Reduced pressure from residents for earlier development of facilities in evolving residential areas;
- A more integrated approach to the development of new communities / neighbourhoods in terms of roads, services, utilities, parks, etc;
- A more linked scheduling of park resources in new areas to the rate of growth in these areas, and potentially reduced pressure on park resources in other neighbourhoods that need to support both their local area, as well as emerging neighbourhoods on a transitional basis.

This approach will require negotiation and investigation. However, it is a model that represents an opportunity to address some anticipated challenges and is increasingly reflective of the expectations of residents in newly developing areas.

4.3.2 New Policy Development

Overview

During the course of discussions on the development of this Master Plan, which involved a review of existing policies, a trends analysis, and input received from the consultation program, other areas of potential policy development were identified. It is important that the Town have a comprehensive policy framework to support its parks and open space evaluations and investments. In many cases, the Town has active programs in these areas but requires them to be connected to a strategic framework. Also, the Town has responsibility for the Ontarians with Disabilities Act and accessibility issues which are key emerging policy areas.

Recommendation 6: New Policy Development Initiatives

The following policy development areas are recommended for further review and development:

- **Fairness and equality of accessibility / inclusion;**
- **User fees and affordability;**
- **Evaluation and performance monitoring program;**
- **Naming rights and corporate sponsorships;**
- **Other areas as relevant.**

4.3.3 Multi-Municipal Approaches

Overview

One of the distinctive characteristics of many of the organized recreation service groups and the participation patterns is the fact that they often extend beyond the Town's boundaries.

For service providers that are more broadly-based, a question emerges around the fact that some groups may need to deal with each municipality separately in order to piece together their service delivery strategies and approaches. This creates additional work for the volunteers, can pit one community against the other and has other considerations that are incongruent with how the participant market actually operates.

Additionally, local municipalities and other bodies are developing a wide range of recreation venues, policies and planning initiatives that impact parks and open space services and investments. Sometimes, the rationale for these facilities and plans are to attract users from other municipal jurisdictions in order to create the volume levels that warrant the investment. Also, some of this facility development can result in potential over capacities and diseconomies.

It is recognized that joint planning on a multi-municipality basis can be very challenging and could raise sensitivities. However, with the cost of parks, open spaces and trails, and their facilities, a question needs to be addressed as to whether there is an alternate delivery model or models that more intensively integrate these facilities and services amongst the municipalities in a region. The key issue is, can service delivery models be developed that better utilize the broader availability of existing facilities, reduce the need for additional facilities, as well as overall capital and operating costs?

Currently, such approaches have been developed in Shelburne with respect to the Central Dufferin Recreation Complex. Whether Fiddle Park and new soccer field and trail developments should also be considered requires exploration due to the number of area residents who use Shelburne facilities.

Recommendation 7: Multi-Municipal Approaches

That the Town, through Council and staff efforts, undertake an initiative to enter into discussions with neighbouring municipalities, to explore whether a more integrated services delivery model involving enhanced joint collaboration, could be developed and implemented to facilitate increased public accessibility to park, open space and trail resources; achieve improved opportunities for a wider range of residents; and reduce costs.

This strategy is an interesting initiative. The capital cost and annual operating cost considerations and the market characteristics warrant a reasoned and methodical effort for selected parks, open spaces and trails service based on a broader geographic delivery model.

4.3.4 Facilities Project Development

Overview

The Town has undertaken numerous park and facility developments based on various inputs and assessments. However, it has not made use, on a consistent basis of a Business Plan model for individual initiatives. Many communities have this as a requirement prior to final decision-making on major capital investments that have long-term operating cost requirements.

A Parks Master Plan is a process that brings together significant amounts of research to identify priorities, needs and strategies over an extended period of time, often ten to twenty years. It identifies not only facilities but also criteria, strategies, etc. However, Master Plans do not typically deal with the Business Plans for individualized park, open space and trail initiatives due to the changing characteristics of the market and demand over time, community growth patterns, trends, the municipality's financial resources, and other factors. The Master Plan sets the overarching development framework for services and priorities. Then, individual Business Plans are undertaken based on timelines established within the Master Plan. Business Plans should focus on:

- Locational considerations;
- Governance and management plans;
- Connections to the Town's corporate/strategic plans and goals, policies, objectives, etc.;

- Alternative development strategies in terms of using existing venues/facilities, building new sites, undertaking expansions, etc.;
- Need and demand profiles, marketing requirements, and related feasibility assessment components;
- Determining market competitive profiles, on a broad service area basis;
- Identification of space and size needs and special equipment, often involving conceptual/simplified venue plans;
- Ensure accessibility requirements are fully incorporated;
- Three year operating pro formas in order to identify revenues, expenses, staff requirements.

Recommendation 8: Project Development Business Plan

- **That the Town move to requiring a Business Plan on all capital park, open space and trail proposals as follows:**
 - **That any new initiatives or major addition to an existing venue with a potential capital cost of over \$250,000 be supported by a Business Plan.**
 - **That the Town direct the undertaking of the Business Plans, seeking broad-based public consultation, and working in partnership where appropriate with community proponents and neighbouring municipalities.**
 - **That the results of the Business Plan, when finalized and accepted, become the basis for a new or expanded parks, open spaces and trails being incorporated into the capital budget forecast for the Town related to timing, capital cost projections, etc.**
- **That the capital cost projections within the Business Plan be incorporated into the capital cost forecast ensuring annual cost adjustments for the capital costs based on:**
 - **The potential impact of inflation.**
 - **Any alteration in the proposed design, clearly articulating an appropriate rationale and need for significant changes that may have occurred between the time of the Business Plan's development and the time of final Council approval.**

4.3.5 *Multi-Use Facility Development*

Overview

Over the last decade or more, there has been a significant move towards the development of community parks and facilities on a multi-use / multi-partner basis. The key rationales for this strategy are as follows:

- Potential capital cost savings, often in the order of 10% to 25%;
- Significant potential for operational savings, up to 25%;
- Enhanced customer/user satisfaction relative to convenience and visiting one site only as an individual and/or a family;
- Greater critical mass, visibility and community identification that enhances marketability and promotion;
- Potential for more enhanced parks and facilities relative to scope, quality and volumes.

This strategy is a parks and open space delivery approach that needs to be continued and enhanced wherever possible in order to improve user satisfaction and quality experiences, as well as achieving the maximum capital and operating cost economies of scale.

Recommendation 9: Multi-Use Facility Development

That the Town, for all major parks, open spaces and trails, for both renewals and new developments, investigate the potential for a wider range of multiple use opportunities and partnerships.

4.3.6 *Community Use of School Venues*

Overview

Community use of schools has been a long established practice in Ontario. Due to the significant expansion of public schools, colleges and universities, taxpayers have supported the development of a wide array of outdoor and indoor spaces that have significant potential to support parks and open space activities. These include indoor facilities, but also important are the outdoor school areas that act as both green spaces and venues for outdoor facilities such as sport fields, tracks, playgrounds, etc.

Since the mid 1990s, there has been some decline in the community use of schools due to the gravitation towards increased fees for utilization, customer service challenges, accessibility consistency and other issues. Some communities have divested their responsibility to coordinate community group use of these facilities, while others are experiencing challenges in regards to their user groups wishing to develop more stand alone or separate municipal venues as substitutes for school resources.

In the summer of 2004, the Province of Ontario announced a \$20 million program as part of an overall initiative to facilitate and encourage increased utilization of publicly funded school sites by community organizations. Considering that these facilities are built by the same taxpayer, and that there is a wide array of sport fields and other facilities available, these sites present a potential resource for recreation programming, often located in neighbourhoods, etc.

The Town could continue to take leadership, along with other municipalities to explore with the local school boards, the opportunity for municipalities to increase their use of publicly funded schools on behalf of organized groups, in order to provide more localized capacity and to reduce the pressures and need for additional long-term municipal investments.

Recommendation 10: Community Use of School Venues

That the Town initiate discussions with local School Boards to develop, strategies and protocols that effectively enhance community accessibility to publicly funded outdoor recreation opportunities on School Board sites in the Town.

4.3.7 *Natural Areas*

Overview

Natural areas within the Town are a vital resource. They are used by both residents and visitors for a wide array of activities, primarily on a self-directed basis, including walking and hiking, jogging, bicycling, photography, fishing, nature interpretation, children's play, non-programmed activities, nature appreciation, etc. They are used at all levels of a park classification system.

A need exists to ensure that there is a policy framework in the on-going acquisition, management and utilization of these resources in order to sustain their long-term ecological and environmental viability and their availability as part of the urban form and parks system of the Town.

Recommendation 11: Natural Areas

That the Town consider policies and strategies for the identified natural areas and their use and enjoyment by the public involving:

- **Conservation and management to ensure the continued existence of these resources at a level of quality which supports the leisure pursuits of the public into the future are per the Official Plan;**
- **Operational and capital funding supports at a level consistent with the current and future sustainability of the resources and their balanced use by the public;**
- **Development of the infrastructure which supports the use of natural areas by the public, including trails, boardwalks, parking, signage, interpretive facilities, washrooms, litter and garbage control, security and safety;**
- **Engage a more multi-disciplinary approach to the conservation and human use of the natural areas through the planning and engineering phases of subdivision development with a greater emphasis on the future use of all natural areas by the public.**

4.3.8 *Parkland Dedication, Land Trust and Parkland Dedication Policies*

Overview

Parkland Dedication is one of the means by which the Town acquires lands in support of its parks, open spaces, trails and related developments. Parkland dedication is a function of the Ontario Planning Act which permits the Town to receive up to five percent (5%) of a development's lands for public park purposes or an equivalent value in funds, or one (1) hectare per 300 units.

Over many years, there have been considerable negotiations amongst municipalities and developers as to what type of lands a developer would dedicate, including suggestions involving ravine lands, slopes and other non-developable lands as parkland dedications. However, many of these non-developable lands are also not suitable for the desired park functions, such as sportsfields, playgrounds, ancillary buildings and trails, or have safety and hazard conditions associated with them. The Town has not developed a comprehensive park classification system that identifies the types of parks and open spaces required in the community, their size, function and use requirements. Therefore, in order to successfully implement the parks classification and parks provision standards, parkland dedication requirements need to secure appropriate lands to support these policies and to ensure the Town's park and open space venues meet the needs and aspirations of the residents.

A Parkland Dedication strategy is required to give direction to the negotiations for dedicated parklands. This is also important in light of the fact that Provincial environmental, planning and other initiatives are resulting in increased amounts of lands being deemed non-developable for various reasons, and that municipalities are under pressure to absorb more of these lands as part of the parkland dedication requirements. Such pressure could jeopardize the ability to secure table lands for park-based activities, could result in some parks that are not in the preferred locations and could create a host of potential other challenges.

Further, with the Town already having significant park and open space lands, and in anticipation of an increased amount of non-developable lands coming into municipal ownership, the Town may also need to explore other management and funding supports related to these particular lands. This could result in the need for a 'Land Trust' type strategy similar to what is happening with the Nature Conservatory of Canada and other organizations who work in partnership with community organizations and granting bodies to fundraise, to develop technical capacities and to undertake other initiatives to more effectively manage and preserve these lands.

Recommendation 12: Parkland Dedication and Land Trust

That the Town only accept parkland dedications that:

- **Meet the park and open space hierarchy and provisioning standards of the Official Plan and Parks Master Plan;**
- **Effectively support the development of park-based facilities and amenities as per the parks hierarchy development guidelines;**
- **Do not include designated environmentally sensitive areas, significant woodlots, ravine lands, stormwater management ponds and related lands;**
- **That Parkland Dedication Funds would only be taken by the Town if the size of dedicated land(s) is too small to support the park and open space provisioning requirements and/or the geographical area is well serviced with parks and open space lands and no additional land is needed;**
- **That the Town explore with community members and other government agencies such as the Conservation Authority, the County of Dufferin, etc., the potential to establish a 'Land Trust' as a possible organizational vehicle to acquire, manage and sustain non-developable lands that may come into public ownership but represent capital and operating investments beyond the Town's capabilities and/or interests.**

Recommendation 13: Official Plan Policies

That the Town ensure the following recommended standards are incorporated into its Official Plan:

- **The Town shall require the conveyance of land suitable for park and other public recreational purposes as a condition of the subdivision of land or development pursuant to the Planning Act. All conveyances shall be made in accordance with the criteria and standards set out in the Town of Shelburne's Parks Master Plan at the following rates:**
 - **The conveyance for residential and other purposes shall be 5 percent of the land, or one hectare of land for each 300 dwelling units proposed, whichever is greater;**

- Consider instituting a 2% dedication or cash in lieu policy for commercial, industrial and institutional development.

The Town may, in lieu of land dedication, require the payment of money by the owner of the land equal to the value of the land conveyance otherwise required under the following circumstances:

- Where the required land dedication fails to provide an area of suitable shape, size or location for development of public parkland. Generally a parcel of land may be considered to be of an unsuitable size if its area is less than 0.5 hectare.
- Where, using the guidelines established in the Parks Master Plan, it is determined that existing park facilities in the planning area are adequate to serve the projected increase in population.
- The determination of the value of the land should be in accordance with either Section 42 or 51 of the Planning Act.
- The Town, where appropriate and in compliance with the Parkland Dedication Policies of this Master Plan, may consider portions of protected natural areas for parkland dedication purposes where sufficient active parkland is provided for the neighbourhood and / or community and where the lands are of particular value, either because of their physical, or if appropriate social or environmental character, or because their location provides a link with other portions of the open space system, such as trails. The acceptance of woodlots and other natural areas, in specific circumstances, will encourage the protection of the natural amenity and allow for passive recreational use and educational opportunities.

4.3.9 Parks and Open Space Hierarchy

Overview

A Parks and Open Space Hierarchy is proposed as an effective guide for planning the distribution and servicing of the Town's existing and future parkland. It is based on commonly accepted criteria and provides the Town with classifications suited to its unique situation.

The proposed classifications and recommended criteria are discussed in detail below and summarized in Tables 4-1 to 4-4. The Town's parks according to the proposed classification are shown in Table 4-5. Map 1 illustrates the location of the Town's existing and planned parks.

Shelburne also has over 80 hectares (200 acres) of Natural Areas designated in the Town's Official Plan, including stream corridors, wooded areas and wetlands, providing important environmental features and functions and also accommodating existing and potential future trails and linkage opportunities. Map 1 illustrates the location of these natural areas.

Overall, the Town's current inventory provides approximately 15 hectares (35 acres) of parkland per 1,000 residents, excluding school sites and other land that is not owned by the Town, as well as planned parks and other potential additions to the parks system described in the Situational Analysis Report. The acquisition of much of this parkland was opportunity-based and includes natural areas and special purpose/event parks.

The Town does not currently have a formal parks classification system. The following categories are used to describe the current inventory recommended to direct current and future parks and open space development:

- ***Neighbourhood Parks:*** generally serves local neighbourhood passive and active parkland needs within a 15 to 20 minute walking distance of most users, generally less than 2 hectares in area per park, provides facilities such as play equipment, benches/seating areas, informal playing fields and passive open space, paved multi-use courts/informal basketball courts;
- ***Community/Sports Parks:*** generally serves the broader community with a greater range and mix of facilities or multi-field sports with supporting facilities and parking areas; larger in size than a neighbourhood park and may be coordinated with a school site;
- ***Special Purpose/Event Parks:*** primarily serves as a special event venue for a specific function or range of events locally or regionally with supporting facilities, washrooms, camping/picnic spaces and similar features;
- ***Linkages & Natural Areas:*** publicly accessible natural corridors, watercourses, wooded areas and other natural features associated with a park site and/or providing linkages between park sites and other destinations.

The acquisition of natural areas, linkages and special purpose/event parks is typically opportunity-based and therefore the need for this space does not have a direct relationship to or standard based on local population growth. To maintain the current provision levels for neighbourhood and community parks, approximately 7.9 hectares (19.5 acres) of additional parkland is required over the next ten years based on the projected population growth. The parkland acquisition opportunities available through land to be dedicated to the Town as part of the Northridge Estates and Shelburne North draft plans of subdivision and the potential expansion of Greenwood Park with the decommissioning of the wastewater treatment lagoons will enable the Town to meet or exceed this target.

Recommendation 14: Parks and Open Space Hierarchy

- That the Town adopt the following parks and open space hierarchy and the definitions provided above:
 1. Neighbourhood Parks
 2. Community / Sport Parks
 3. Special Purpose / Event Parks
 4. Linkages and Natural Areas
- That the Town adopt the classification criteria for the four levels of the park and open space hierarchy as outlined in Tables 4 – 1 to 4 – 4.

4.3.10 *Parkland Classification*

Overview

The Town's existing parks and open spaces are assigned to their new categories based on substantial conformance to the size, resource and facility criteria. Table 4-5 profiles the parks and open spaces and their proposed classification.

Recommendation 15: Parkland Classification

That the Town adopt the parkland classification for its parks as outlined in Table 4-5.

**Table 4-1
Recommended Criteria – Neighbourhood Parks**

Neighbourhood							
Basic Facility Requirements	Optional Facilities	Access	Service Area	Preferred Size	Service Standards	Identity and Location	Notes
<ul style="list-style-type: none"> Playground Informal seating area Open turf area for play Provide shaded areas (with planting or shade structure) for passive recreation Park name and signage Waste receptacles No/limited programmed sports fields Handicapped accessible features and parking if appropriate 	<ul style="list-style-type: none"> Play courts Play fields Toboggan hills Horseshoe pits, etc. Trail / Trail Connections 	<ul style="list-style-type: none"> Walking Cycling Trails 	600 to 800m radius or 15 to 20 minutes of walking, uninterrupted by major roads and other physical barriers.	0.5 to 2 hectares	1ha/1,000 population A balance of active and passive park spaces	Define edges to distinguish from adjacent land use and provide extensive street frontage for safety and visibility. Location to be central to the neighbourhood / local area it serves, in a way that the service area is not interrupted by major roads and other physical barriers. Screen park from negative adjacent impacts.	Serves one or two neighbourhoods / local areas Location and facilities should be coordinated with elementary schools where the possibility exists

Table 4-2
Recommended Criteria – Community / Sports Parks

Community Parks							
Basic Facility Requirements	Optional Facilities	Access	Service Area	Preferred Size	Service Standards	Identity and Location	Notes
<ul style="list-style-type: none"> Major playground At least two competitive level play fields and one play court (basketball, ball hockey, tennis or multi-purpose) Seating area for viewing Provision of shade with planting or shade structure Parking and parking lot lighting Handicapped accessible features and parking Provision of bike racks Park name signage Waste receptacles Fulfill requirements as a Neighbourhood Park, where that function maybe needed Trails / Trail Connections 	<ul style="list-style-type: none"> Additional play fields or play courts Splash pads Toboggan hills Natural areas, horticultural displays Informal activity areas, eg: horseshoe pits, etc. Informal seating areas Open turf areas for play Concession facilities Washrooms Play area, play court and play field lighting Walkway lighting Informational signage 	<ul style="list-style-type: none"> Walking Cycling Trails Driving 	1.6 to 2.6 km radius in built-up areas;	Minimum 4 hectares	<p>1ha/1,000 population</p> <p>Primarily active park spaces with the provision of passive spaces to fulfill the requirements of a neighbourhood / local park where applicable or needed</p>	<p>Define edges to distinguish from adjacent land use and provide extensive street frontage for safety and visibility.</p> <p>Location to be central to the community it serves and be accessible from a major local road</p> <p>Screen park from negative adjacent impacts.</p> <p>Screen neighbouring residences from negative park impacts (play court lighting etc.) where applicable</p>	<p>Serves identified neighbourhoods</p> <p>Location and facilities should be coordinated with elementary or secondary schools where the possibility exists.</p> <p>Potentially also to attract visitors from other areas outside the Town</p>

Table 4-3
Recommended Criteria – Special Purpose / Events Parks

Specialized Parks							
Basic Facility Requirements	Optional Facilities	Access	Service Area	Preferred Size	Service Standards	Identity and Location	Notes
<ul style="list-style-type: none"> Basic facility requirements to be determined on individual basis Park signage, waste receptacles, benches & shade areas Parking with handicapped spaces Handicap access features Trails, trail connections 	<ul style="list-style-type: none"> Parking lot lighting as required Washrooms as required Display info or guide to park facilities where applicable Visitor support amenities, 	<ul style="list-style-type: none"> walking cycling trails driving 	Serves the entire Town and beyond	Size varies depending on land base, facilities and venue purpose	3ha/1,000 population	<p>Define edges to distinguish from adjacent land use</p> <p>Location dependent on availability of areas with features these parks can rely on</p>	<p>Could include:</p> <ul style="list-style-type: none"> Recreational buildings Campground Special events infrastructure Trails Cultural, Civic and Historic Parks, Memorials, Monuments Public Gardens, Arboreta Cemeteries Downtown Greens <p>Significant potential to attract visitation from outside the Town</p>

Table 4-4
Recommended Criteria –Linkages & Natural Areas

Linkages & Natural Areas							
Basic Facility Requirements	Optional Facilities	Access	Service Area	Preferred Size	Service Standards	Identity and Location	Notes
<ul style="list-style-type: none"> ▪ Trails, trail heads, markers, etc. ▪ Benches, waste receptacles, signage, shade areas, etc. ▪ Boardwalks, interpretative elements as appropriate ▪ Buffer lands to protect natural areas ▪ Trail connections to natural sites ▪ Parking as required with handicapped spaces ▪ Handicapped access features 	<ul style="list-style-type: none"> ▪ Washroom and service buildings ▪ Trail lighting 	<ul style="list-style-type: none"> ▪ walking ▪ cycling ▪ driving 	Serves the whole Town and regional area	Variable to individual site conditions	Variable	<ul style="list-style-type: none"> ▪ Creekways ▪ Hydro rights of way ▪ Former rail lines ▪ Natural corridors ▪ Designated natural areas ▪ Residual developed lands 	

Table 4-5
Town of Shelburne Parks Classification

Park Name	Classification	Area (Ha)	Area (ac)
Walter's Creek Park	Neighbourhood	1.6	4.0
Franklyn Street Park	Neighbourhood	1.2	3.0
Shelburne Meadows	Neighbourhood	4.5	11.0
Greenwood Cres. Parkette	Neighbourhood	0.1	0.2
Shelburne North (planned)	Neighbourhood	1.3	2.9
Simon Court Parkette	Neighbourhood	0.3	0.8
Greenwood Park (including planned expansion)	Community/Sports	11.2	24.6
Hyland Park	Community/Sports	5.2	12.8
KTH Park	Community/Sports	3.5	8.6
Jack Downey Park	Special Purpose/Event	0.07	0.18
Fiddle Park	Special Purpose/Event	17.5	43.2
Rintoul Linkage	Linkage/Natural	3.9	9.6
Greenwood Linkage	Linkage/Natural	1.4	3.6
Berry Street Linkage	Linkage/Natural	1.7	4.2
Willow Street Linkage	Linkage/Natural	0.6	1.4
Franklyn Street Linkage	Linkage/Natural	2.3	5.7
Northridge Estates Linkage (planned)	Linkage/Natural	1.3	2.9

4.3.11 *Parkland Provision Standards*

Overview

Park provision standards have gone through several iterations in the 20th century to keep pace with trends, values and demographics. The convention of 4 ha/1000 population along with the classification of neighbourhood, community and regional parks was well developed by the end of the 1970's. Typically, the larger park categories would encompass more than just Town parkland, including campgrounds, conservation areas, large natural areas and other venues.

The use of the park area per thousand population standard provides an easy and simple analysis of parkland provision. The Master Plan proposes parkland provision standards in the Park Hierarchy. However caution should be exercised in using such standards exclusively and absolutely. They should be considered as a guideline that can be used as one of several tools to determine parkland improvement and development. Provision standards do have their place in establishing policy and providing direction and priority to park improvement and development. If it is recognized that they service as the foundation for establishing a general parkland, subject to the ongoing needs of and direction from the community, then they serve as a valuable tool to meet park and recreation needs.

	Proposed / 1000 residents	Current / 1000 residents
• Neighbourhood Parks	1.5	1.5 ha
• Community/Sport Parks	3.0	3.0 ha
• Special Purpose /Event Parks	3.2	3.2 ha
• Linkages/Natural Areas	7.2	7.2 ha
• TOTAL Town Parkland	14.9	14.9 ha

The provision standards proposed for the Town is the same as the current level of supply as the Town is well served.

Recommendation 16: Parkland Provision Standards

- **That the Town of Shelburne adopt the following Parkland Provision Standards:**
 - **Neighbourhood Parks** **1.5 per / 1000 residents**
 - **Community / Sport Parks** **3.0 per / 1000 residents**
 - **Special Purpose / Event Parks** **3.2 per / 1000 residents**
 - **Linkages & Natural Areas** **7.2 per / 1000 residents**
- **The Town should continue to acquire neighbourhood and community parks through the planning approval process at appropriate locations as they emerge to sustain the recommended standards.**

4.3.12 *Encroachment Policy*

Overview

Encroachments involve the private utilization of public lands, which may or may not interfere with public use and enjoyment of a public park, open space or waterfront allowance. The Town should consider the development of a policy that provides authorization to remove existing and future encroachments on Town owned parks, open space, trails and natural areas.

Recommendation 17: – Encroachment Policy

That the Town develop a detailed inventory of encroachments on public lands and develop a policy to restore the lands to public use based on the property laws of Ontario, a consultation process and a final policy being adopted by Council.

5 Parks, Open Space and Community Trail Recommendations

5.1 INTRODUCTION

This section of the Town of Shelburne Parks Master Plan outlines specific park, open space and community trail initiatives to be considered by the Town for implementation over the next ten years. The recommendations have evolved from the Situational Analysis Report and reflect the needs, priorities and perspectives that have emerged from the research.

5.2 KTH PARK / CENTENNIAL HIGHLAND SCHOOL SOCCER COMPLEX

Overview

The potential exists to develop a significant soccer complex to support both youth and adult soccer that is experiencing significant growth in the Shelburne area. KTH Park is attached directly to Centennial Hyland's Elementary School. The school has an oversized site of some twenty acres. Discussions with the Upper Grand District School Board indicated an interest in a potential partnership for the development of a joint facility, whereby the Town would be able to develop a soccer field complex and the school could participate with the inclusion of land, and have access to the fields for their physical education and extra-curricular programs.

The concept of a soccer complex has emerged in most municipalities in response to the following key trends:

- Continuing significant growth in youth soccer, as well as the emergence of adult and masters soccer involving both men and women;
- The enhanced program delivery opportunities for soccer organizations to be able to work off a single or limited number of venues;
- The enhanced sport tourism opportunities for tournaments, clinics and related activities from a single venue tournament operation;
- An enhanced rationale and opportunity to improve amenity supports, such as service buildings, lighting, seating, parking, etc. when there are multiple fields of play versus only a single field.

The sport tourism perspective is consistent with the input received in regards to the future development of Fiddle Park which is directly to the east of the elementary school. Input received from various sectors identified the economic impact of being able to offer more tournaments, special events and related activities that would bring visitors to the community.

From a technical perspective, KTH Park has a soccer field, both park and school sites are relatively flat, treeless and of a size that three to four soccer fields could be supported, with one being a premiere field that would enhance the sport tourism perspective, as well as support adult and masters play.

This recommendation represents an initial strategy and would assume the ability to develop a partnership between the two parties. The School Board's contribution would likely be in the form of land, while the Town and the community would have responsibilities for the development of the fields and the amenity supports. If a partnership opportunity did not emerge, the alternative strategy for the development of increased soccer playing capacity would be Greenwood Park due to its current size, landscape and the potential to expand the facility to the east when the sewage lagoons are decommissioned.

It is also recommended that a framework agreement between the parties be established first, and then the multi-field soccer development strategy could be staged over time to align with participation growth across all participant categories.

The benefits of a partnership would include the Town not needing to acquire additional land or to have options for alternate uses for land that it already has available; provides a site that is accessible from major roads; could be linearly connected with Fiddle Park as well as the Franklin Street and the Shelburne Meadows Parks; and could achieve in more intensive use with school participation.

Another consideration is that the current ball diamond and soccer field overlap in KTH Park which creates use conflicts and safety concerns. In the proposed recommendations for the soccer complex, the ball field would be removed and not likely replaced as it receives approximately only 30% capacity utilization in the May to August period. The Greenwood Park ball diamond could be upgraded to facilitate increased use as it realizes less than 20% capacity utilization. Map 2 illustrates a potential concept plan for the joint development of KTH Park and Centennial Hylands School site as a multi-field soccer venue.

Recommendations 18: KTH/Centennial Hyland Soccer Complex

- **That the Town of Shelburne approach the Upper Grand District School Board to discuss a possible partnership development strategy for a soccer complex on a joint venue;**
- **That if the partnership is feasible, the venue development profile involve:**
 - **A minimum of three full soccer fields that would also have cross-field mini field pitches, plus a site plan for a fourth field, with one lighted field as capacity needs grow;**
 - **An amenity building that would have washrooms, a concession, shade areas, storage and related spaces;**

- **Seating for approximately 100 people with expandability through portable bleachers to support tournaments;**
- **Parking for up to 100 vehicles;**
- **Trail connections to Fiddle Park, and to the Franklyn and Shelburne Meadows Parks and onward to Greenwood Park.**
- **That if a partnership opportunity does not evolve, that Greenwood Park be established as the venue for the development of a soccer sports complex as described.**

5.3 GREENWOOD PARK

Overview

Greenwood Park is a 7.3 hectare open space area in the north east area of Shelburne. It is a multiuse park and will be the new location for the Town's skateboard facility.

The park could be expanded by an additional 12.2 hectares in the future through the dedication of new parkland from the planned Northridge Estates subdivision to the north and with the decommissioning of the adjacent waste-water management lagoons, resulting in a total park area of potentially over 19.5 hectares. Currently the site has a toboggan hill, playground, a ball diamond and a soccer field plus open play areas.

The development of the skateboard facility has been identified for this site and the Town has moved in that direction via investing in the equipment. A previous recommendation has identified Greenwood Park as the preferred location due to its visibility, landmass and related site features. In addition, to accommodate the KTH / Centennial Hyland's Soccer Complex, the KTH baseball diamond would need to be removed. The Greenwood Park ball diamond is an underutilized resource at less than 20% capacity. Therefore, this diamond could be upgraded to replace the diamond displaced from KTH Park.

Also for consideration, could be the development of a leash-free dog park which was identified at various points in the consultation. Leash-free parks have become a more common service in communities as dog populations increase, fitness activities for both their owners and the dogs become more valued and safer overall conditions can be created. Due to the size of Greenwood Park, and the potential addition of a large open area where the current lagoons are, a leash-free park of approximately 1 hectare to 1.5 hectares could be developed.

A further consideration for Greenwood Park would be the development of a splash pad. These facilities have become integral to providing opportunities for younger children in the zero to age seven group as well as can be adapted for use for eight to twelve year old children. They provide a uniquely different outdoor aquatics

experience in the summertime and can be operated without staff, introduce significant fun and positive experiences for children and their families, and can support tourist activities.

Greenwood Park also would have the opportunity to be the alternate venue for a soccer complex if a partnership cannot be arranged with the Upper Grand District School Board. In this case, the ball field at Greenwood Park would be removed and the ball field at KTH Park would be upgraded, resulting in the displacement of the soccer field at KTH Park. In this strategy, soccer would be consolidated at Greenwood Park.

Map 3 provides a conceptual plan for the further development and expansion of Greenwood Park.

Recommendation 19: Greenwood Park

- **That Greenwood Park be developed as a multiuse park at a community service level;**
 - **That a children's splash pad, leash-free dog area, skateboard facility and the sustaining of open play areas form the basis of the park's Master Plan development;**
 - **That the current soccer field be removed and the existing ball field upgraded to replace the field displaced from KTH Park;**
 - **That if a KTH Park partnership cannot be achieved for a soccer complex, Greenwood Park be developed as a soccer complex as outlined for KTH Park, with the following considerations:**
 - **The ball field be removed and the KTH ball field upgraded**
 - **The leash free park be relocated to KTH Park if inadequate land exists in Greenwood Park.**

5.4 HYLAND PARK

Overview

Hyland Park is located in the northwest area of Shelburne. It is a 5.2 acres venue that is directly attached to the Central Dufferin District High School, the Hyland Heights Elementary School and the Hyland Heights Day Care Centre. Currently, the site has four baseball diamonds (including one with lights), a secondary school sized soccer field and a pavilion, along with playgrounds and some limited open space. There is significant integration of use between the park and the two schools. Baseball diamonds A, B and C are significantly used to capacity in the May to August period, while diamond D is used at approximately 50% of capacity. This venue is the primary baseball venue for Town and area residents.

The site is relatively fully developed in terms of the parkland area. The pavilion has been discussed as potentially not necessary and could be removed due to rehabilitation costs and other considerations.

However, the pavilion does support sport tourism events on the venue, and is typically used ten to fifteen weekends per year.

The soccer field which is on both School Board and Town property forms part of a multiuse facility that includes a track, and a soccer/football field associated with secondary school activities. The four baseball diamonds identified are located such that two are on Town property and two are on the property associated with the Hyland Heights Elementary School, that also has outdoor basketball courts and play equipment. The pavilion and two playground units are located in Hyland Park.

This site is a fully integrated venue with the two schools and the day care. Overall, half of the site's capacity is on school board property and supports school board activities.

From a future perspective, no major recommendations are being made in terms of intensifying this site. Its role would continue as the primary baseball venue for the Town and area, as well as supporting school-based activities. Enhancements to the pavilion to support sport tourism activities and the potential to upgrade diamond D in the future if demand warrants could be considered.

Recommendation 20: Hyland Park

- **That the partnership between the Town and the Upper Grand District School Board be sustained in regards to the dual development, use and operations of this site;**
- **That Hyland Park continue to be the primary baseball venue for Shelburne and area residents;**
- **That in the future, consideration be given to upgrading the pavilion to support sport tourism activities and for diamond D to be upgraded if baseball demand warrants and the site's relationships are compatible;**
- **That the diamonds be more appropriately oriented over time and as funds may be available.**

5.5 FIDDLE PARK

Overview

In 2006, the Town acquired 21.1 ha in a land exchange on County Road 11 in the southeast area of Shelburne for a new Fiddle Park. This replaced approximately a 20 hectare site in northwest area of the Town.

In 2006, a Park Management Plan was completed that identified a number of use opportunities. Also, a zoning by-law was approved that identified site specific zoning in regards to the natural area on the southern area of the site and special tourism uses in the central zone. The site has significant woodlots on the north and south areas and open areas in the central portion of the property.

As part of the Park Management Plan, various consultations were completed, four alternatives developed and tested and a final conceptual plan recommended. The key perspectives within the recommended Park Management Plan included:

- An extensive trail system in the north woodlot area, as well as within the natural area designation to the south which represents approximately 50% of the property;
- The development of campground sites to support Fiddle Fest in the eastern side of the open space area in the centre and northern areas of the site;
- A service building, including washrooms, change rooms and shower facilities, administrative offices, meeting rooms, a concession, a kitchen area and storage and space for park maintenance. It would be supported by a dumping station and garbage disposal area for campers;
- A picnic pavilion type structure to support large outdoor gatherings;
- Special event venue elements (electricity, water, hard surfaces, etc.) that would support car shows, picnics, festivals and other activities;
- The overall development plan was seen as being undertaken in stages. The service building would have approximately 7,500 sq. ft. and future phases could consider a larger facility, as well as a soccer field and a winter outdoor ice pad. Also, some capital funding has been derived from the land transfer that would support site development, including the facility.

Based on the research for the Master Plan, as well as the work completed on the Fiddle Park Management Plan, the park has three general use opportunities:

- A special events centre, focused around the hosting of Fiddle Fest but able to facilitate expanded event usage;
- An open space area that conserves the significant natural features of the site;
- Trails and related activities both on the venue and linked to the Town's broader trail network.

In light of the work completed to-date and the attributes of the venue, the site should move towards development within the two frameworks that have been identified in the zoning by-law, involving the conservation of the natural areas with trails; and the development of the central area of the site to support special events.

A meeting / event hosting room should also be considered as special events require indoor space for the host committee and related activities to be able to operate effectively.

Further, Fiddle Park is likely not a venue for sports fields, related to the proposals for KTH / Centennial Hyland Soccer Complex, the consolidation of baseball at Hyland Park, the availability of an enlarged park space at Greenwood Park and the two new parks in the north Shelburne area. A single soccer field is not proposed as consolidation of fields is a preferred approach for sports field development. Also, with special events being one of the primary uses of Fiddle Park, scheduling of a sports field becomes problematic if use is continually “bumped” to facilitate special event set-ups, tear-downs and event operations.

Possible exploration of the Shelburne and District Agricultural Society and its Fair locating on this site if possible operational and program fits with the venue were beneficial.

Another consideration for the Town is that if the Fiddle Park venue is to be a high use, more dedicated special event centre, a concerted effort will need to be made through the Town and community organizations to attract and/or create special events, possibly on a four season basis, that will effectively utilize the land base and infrastructure. Special events, can bring a significant positive economic impact to the community. Therefore, the special event infrastructure development of the site needs to be accompanied by organizational capacity to attract, host and provide the event supports necessary for successfully attract and host special events activities.

Recommendation 21: Fiddle Park

- **That Fiddle Park be developed within the context of the 2006 Management Plan with a focus on three activity priorities:**
 - **Conservation of key natural areas;**
 - **Development of special event infrastructure and capacity;**
 - **Development of fitness, hiking and cross country trails linked to the broader Town trail network;**
- **That the facility currently developed on the site support special events, involving washrooms, change rooms, a concession, an administrative office, meeting / special events support room, storage and related uses as demand warrants;**
- **That a sports field not be developed on the site except to support site-based use;**
- **That organizational capacity be identified to support the attraction, creation, marketing and hosting of special events linked to the park infrastructure developed;**
- **Investigate the potential of the Agriculture Society and Fall Fair relocating to Fiddle Park.**

5.6 FUTURE PARKS

Overview

Two new neighbourhood parks are evolving as outcomes of development proposals, one in Northridge Estates and one in Shelburne North. Both of these sites are in the northern dimensions of the community and will evolve as neighbourhood parks, adding approximately 4.3 hectares to the supply of parks.

Land to be dedicated for parks as part of the Northridge site include a narrow strip of land located behind the existing homes fronting on Greenwood Street providing a linkage to Greenwood Park, and an expansion of Greenwood Park's northerly boundary. It is not a site that will have specific development but could form part of the larger Greenwood Park complex.

The Shelburne North Park is approximately 2.96 hectares in size and will be a Neighbourhood Park. The principal development considerations will be a playground, trail connections, rest areas and open play spaces. No sport field development is anticipated due to the consolidation of sport fields in other larger community parks.

Maps 3 and 4 provide conceptual plans for the future expansion of Greenwood Park as part of the Northridge Estates subdivision development, and the development of a new neighbourhood park as part of the Shelburne North subdivision development, respectively.

Recommendations 22: New Park Development

- **That Northridge Park be aligned with Greenwood Park and be part of the overall development of Greenwood Park based on the directions within this Master Plan;**
- **That the Shelburne North Park be classified as a Neighbourhood Park and be developed with the following features:**
 - **A children's playground, including play elements for children with disabilities;**
 - **Trail connections as viable;**
 - **A rest area with benches;**
 - **A large open and non-programmed play area;**
 - **Appropriate buffering and landscaping features.**

5.7 SHELBURNE FAIRGROUNDS

Overview

The Shelburne and District Agricultural Society has been operating for many decades and is hosting its 143rd Shelburne Fall Fair in September 2009. It owns and operates the Fairgrounds site in north Shelburne. The site lies directly adjacent to the Central Dufferin Recreation Complex which has a single pad arena, a large upstairs hall and an outdoor swimming pool. The Fairgrounds cover approximately 12 hectares and is

accessed from William and O'Flynn Streets. The Shelburne Curling Club is also on Owen Sound and O'Flynn Streets in close proximity to the Fairgrounds. The three venues form a major community complex venue.

The Fairgrounds has a horseracing track, some seating, buildings and other developments. It lies within a residential area and sits on relatively high ground.

In the Situational Analysis consultation program, some identifications were made as to the value of this site as a more developed park and open space area that could have playgrounds, sports fields and other developments. Representatives of the Agricultural Society indicated some long term perspectives on possibly being located in a more rural setting that is more consistent with the focus and scope of the Annual Fair and the Agricultural Society.

From every perspective, the Fairgrounds site represents a large open space area that both compliments neighbouring recreational facilities and has potential for various other outdoor activities. These could include, in the long term, a possible second soccer venue if the sport continues to grow across youth and adult categories and more capacity is required, as well as a large open space area for passive and formal outdoor recreational and related activities.

The Fairgrounds over the long term is a possible strategic community resource due to its size, configuration, neighbouring uses and location. Discussions between the Town and the Agricultural Society should occur to determine whether a partnership or related outcome could be reached that would facilitate increased recreational opportunities for Town and area residents.

Recommendation 23: Fairgrounds

- **That the Town invite the Shelburne Agriculture Society to engage in longer term discussions about opportunities to develop the Fairground site as a potential enhanced park and/or open space venue and the potential for the Society to use Fiddle Park;**
- **That such discussions should focus on the needs of the Agricultural Society and the Town, giving consideration to a range of possible uses in the future, involving:**
 - **Passive recreational areas;**
 - **Leash free dog park;**
 - **A future site for additional soccer fields;**
 - **Improved support spaces for the outdoor pool and CDRC;**
 - **Future indoor recreation facilities, such as an aquatic facility**

5.8 OUTDOOR POOL FACILITY

Currently, an outdoor pool facility is operated by the CDRC adjacent to the Fairgrounds site. Also, the YMCA has been examining over time, the possible development of an indoor aquatics and YMCA facility in Shelburne. This would be a unique opportunity for the service area to be able to develop and access an indoor aquatics opportunity along with the related facilities that the YMCA might develop. The ability of the Town and the CDRC partners to facilitate such an initiative would be beneficial to the overall recreation services opportunities for residents in the area.

Currently, the site associated with the CDRC is seen as beneficial due to its location, potential integration with other facility services, land availability, etc. This would have implications for the outdoor pool. However, the ability to achieve an indoor aquatics facility, which could result in the decommissioning of the existing outdoor pool, would provide an enhanced aquatics opportunity for the community and sustain the current walkability of the outdoor pool site.

The CDRC site has been identified as a preferred location, with Greenwood Park being an alternative. Both sites would preserve the accessibility benefits of the current site.

Recommendation 24: Outdoor Pool

- **That the Town, in collaboration with the CDRC partners, identify the current outdoor pool venue as the preferred location for a future indoor aquatic / YMCA facility.**
- **That an alternate site should be Greenwood Park due to its size, multi-use focus and walkability.**
- **That if an indoor aquatics facility is built on the current outdoor pool site or at Greenwood Park, the outdoor pool facility be decommissioned and the overall aquatics program be integrated into the indoor facility.**

5.9 COMMUNITY TRAILS

Overview

The Town of Shelburne has been active in both the development of the community trail system, as well as promoting active transportation. The parks inventory has identified six linkages which are a park classification category totaling 11.5 hectares of land that provide trail connections, along with trails that are connected with individual park and open space venues.

The 2008 Active Transportation Plan identified roadway, natural and future trail links that collectively provide a loop around the core of the developed portion of the Town. Future links that connect KTH Park,

Fiddle Park and Centennial Hyland School, are also shown. Other identified linkages are along the northern boundary of the Town and connecting into creekways on the west side of the community.

The plan identifies a linked, looping and destination-based trail system which reflects both the active transportation considerations, as well as excellent outdoor recreational opportunities. Walking has become one of the premiere recreational activities as it can be undertaken by all age categories, across various personal mobility levels and is something that people from diverse cultural groups can participate in. It is highly affordable from a participant perspective and has excellent health, fitness and wellness benefits.

Two directions are identified for the community trail system in Shelburne. The first is the implementation of the active transportation trail proposals. The second is to ensure that the appropriate amenities are developed in terms of trails heads, signage and distance markers, along with a map and marketing supports that enhance trail utilization. Additionally, the trail opportunities at Fiddle Park and the Trans Canada Trail within the community provide a basis to promote eco-tourism, outdoor cycling and related tourism opportunities linked to special events.

The recommended trails plan is illustrated in Map 5.

Recommendation 25: Community Trails

- **That the Town implement the Trail Plan as identified in the Town of Shelburne's Active Transportation Plan;**
- **That a minimum of two trail heads be developed over time as follows:**
 - **Entrance to Fiddle Park;**
 - **At Owen Sound Street at the northern most trail connection;**
- **That the Town plan to secure new trail linkages via future land development agreements to support trail expansion on a planned basis and also pursue enhanced trail development where opportunities present themselves;**
- **That a trail map and marketing program be developed to support user participation, supporting key elements of the trails system within eco, special event and outdoor recreation and tourism promotional initiatives;**
- **That signage and distance markers be developed overtime, possibly as a community-based project, to give trail users travel directions on travel directions and supports for distance walking that is often related to fitness activities;**
- **That trail surfaces be utilized by the Town that accommodate walking and cycling and also individuals with mobility challenges in order to ensure all residents have an opportunity to access the trails.**

5.10 NATURAL AREAS AND DOWNTOWN SPACES

Overview

The Town has only one core area open space, Jack Downey Park. This is a .07 hectare parcel at Main and William Streets. Communities consider the development of small parkettes and small natural featured open spaces in a downtown area as contributing significantly to developing urban design features and contributions that support the overall attractiveness of and visitation to a downtown area. Small parcels of land for such use could involve remnant street widenings, front portions of municipal parking lots or partnership opportunities with churches or other institutions who own land in the area. Other strategies could be employed that provide horticultural and other features in downtown area, such as flower beds/units, streetscapes with benches and other items.

This strategy has a long term perspective and is costly if private land has to be developed and / or buildings demolished. This is not necessarily the intent of this strategy, but rather to seek opportunities and partnerships to introduce stronger greening dimensions to the urban core.

The acquisition of the larger natural areas that may have environment designations and on which the focus is the conservation and preservation of these areas are important considerations in Shelburne. Over 80 hectares of natural area is designated in the Town's Official Plan, including stream corridors, wooded areas and wetlands. They provide important environmental features and functions. They can also accommodate existing and potential future trails and linkages.

Some of these lands will be acquired through land dedication policies or at relatively low cost as they are not developable within the Official Plan and other statutory frameworks. Such natural areas are important for the environmental health and well being of the community, contribute trails and other outdoor recreational experiences and are integral components of the urban form of the Town, often separating land uses and creating less intense living environments.

What becomes increasingly important for natural and open space areas is to ensure that the uses undertaken on these venues are compatible with the physical capacity of the venue, that adequate buffering exists from development on their boundaries and that conservation practices are in place to support their sustainability.

Recommendation 26: Natural Areas and Downtown Open Space

- That the Town actively work with downtown merchants, community service clubs and other interested parties in identifying and developing parkettes and landscape features in the downtown area. This could be undertaken through the use of existing Town properties, in partnership formats or via the acquisition of property by the Town as opportunities present themselves;
- That venues in the downtown area be developed with benches, shade features, artifacts, public art and landscape features that allow them to make important contributions to the attractiveness of and visitation to the area;
- That the Town acquire directly, or through partnerships with other agencies, the lands identified within the Official Plan as natural open space areas, and develop utilization profiles that include trails, passive recreational uses, nature interpretation and related uses that are consistent and compatible with the capacity and the sustainability of the natural resource;
- That for the acquisition of designated natural areas, that adequate buffer lands be secured either directly through acquisition or through Official Plan policies to ensure the sustainability of the natural resource;
- That the Town undertake periodic assessments of its larger and more sensitive natural areas to ensure their long term sustainability and to take necessary remedial action if the natural resource becomes at-risk.

5.11 PLAY GROUNDS AND ACCESSIBILITY PROVISIONS OVERVIEW

Overview

The principles of this Master Plan and a number of other components identify the importance of and need to ensure that all residents, both youth and adults, have the opportunity to participate in outdoor recreational activities and to garner the benefits from that participation. These benefits involve health, wellness, personal development, community integration and socialization and the opportunity to contribute back to ones community. Also, the emergence of the Ontarians With Disabilities Act, along with current building code and other accessibility requirements, presents the Town with the need to ensure that all its designs for parks, opens spaces and community trails facilitate participation for people with physical, intellectual and other challenges which could be barriers to their full citizenship and ability to participate.

In regards to accessibility, two perspectives are presented. The first is a need to ensure that current parks are upgraded to facilitate access from a mobility perspective for people with disabilities in terms of pathways from parking areas to play spaces, and have designated handicapped parking spaces where parking lots exist. If the parking lot is not paved, signage may have to be utilized to designate such spaces. The second perspective is the need to ensure that two of the Town's playgrounds have handicapped play components that facilitate their use by children who have various challenges. The funding to undertake this work could be

through limited grants that are available in this regards, such as the Ontario Trillium Foundation through to third parties, such as service clubs, other grants that may be available from a larger stimulus perspective, donations and contributions from business and community organizations, as well as from the Town as owner and operator of these play facilities.

Beyond the accessibility perspective, is the need to ensure that all the Town's playgrounds meet minimum Canadian Standards Association (CSA) standards. These standards have been amended several times over the last decade and continue to be upgraded. It is important that the Town, at a minimum of every three years, undertakes an inspection of its playground equipment to ensure that all the equipment is working safely, that the CSA standards are being followed and accessibility components are available.

Recommendation 27: Playgrounds and Accessibility Provisions

- **That the Town develop two of its playgrounds to be able to facilitate access and participation by children with disabilities, at Greenwood Park and as part of the development of Shelburne North Park**
- **That the Town undertake a review of its parks and implement improvements that enhance accessibility for people in wheelchairs, using walkers and scooters or have other mobility challenges related to pathways, parking areas, buildings and other perspectives, including designated parking spaces;**
- **That the Town ensure that it undertakes an inspection, at a minimum of every three years, of all its playground structures and equipment to assess their safety, sustainability and their alignment with Canadian Standard Association standards.**

6 IMPLEMENTATION PLAN

6.1 PLAN AND FORMAT

Table 5-1 outlines implementation strategies for each of the identified parks and open space projects. The table identifies the various tasks by year, and related strategies; the Town's role and assigned leadership positions; and general targets with respect to the project priorities, timing and capital costs.

6.2 STRATEGY APPROACH

One of the key considerations for the implementation plan is flexibility. Many individuals, as well as the trend analysis, identified the significant changes that are occurring within the parks and recreation sector at the municipal level. Changes involving the use of partnerships, changing roles of municipalities, new expectations of taxpayers and park users, as well as many other considerations, result in an operating and planning environment that is less certain and more challenging in terms of identifying future directions and needs. Therefore, the need for flexibility in approaching park and open space design and development, partnerships and related implementation strategies should be a central feature of the Master Plan's implementation.

Also, the role of the Town has been positioned to be one of the identifying community needs and facilitating service delivery as a first order of priority. The Town could become involved in direct service delivery where it is appropriate. However, supporting other service providers in developing their park development strategies and organizations are important functions for the Town. In this way, the Town does not have to be responsible for all development and services, but by using its expertise and talents, as well as its community-wide perspective, it can assist other groups to deliver needed services without the Town. This is seen as a more effective approach in terms of broadening the scope of parks and open spaces that are available, gaining greater consistency in service delivery and utilizing all the resources of the community.

6.3 FUNDRAISING

The Master Plan identifies some fundraising targets. The ability to fundraise and achieve capital campaign goals will be a determinant in terms of what projects will actually proceed and their timing. The need to coordinate the capital fundraising campaigns, set priorities and to ensure their ongoing support and success will be a capacity requirement that will need to be developed at the community level. The Town will have some role in supporting the timing and related considerations for these campaigns, however, the leadership, direction and ownership of these campaigns will need to be from the community itself in order to be successful.

Table 5-1
Recommended Master Plan Projects Development Profile

#	Projects & Tasks	Priority	Proposed Timeframe	Roles/Partners	Estimated Capital Costs/Funding
1.	KTH/Centennial Hyland Soccer Complex <ul style="list-style-type: none"> Partnership agreement with Upper Grand District School Board Site Master Plan Phase I Park Development <ul style="list-style-type: none"> two fields service building site services Phase II <ul style="list-style-type: none"> two fields 	A overall	2010 2010 2011 - 2013 2016 - 2018	Town to initiate & involve community soccer group Town School Board Town School Board Community Soccer Groups Town School Board Community Soccer Groups Town School Board Community Soccer Groups	 \$20,000 <ul style="list-style-type: none"> 75% Town 25% School Board \$1,000,000 <ul style="list-style-type: none"> 75% Town 25% Community \$500,000 <ul style="list-style-type: none"> 75% Town 25% Community
2.	Greenwood Park <ul style="list-style-type: none"> Skateboard Park/Basketball Court/Outdoor Rink Leash-free Park Ball field Upgrades Splash Pad 		2009 2010 2012 2013 - 2015	Town to install equipment Town Town Town/Service Club(s)	\$ 100,000 \$ 15,000 \$ 10,000 \$350,000 <ul style="list-style-type: none"> 75% Town 25% Community
3.	Hyland Park <ul style="list-style-type: none"> Pavilion Upgrades & Site Improvements 	B	2012 - 2014	Town	\$ 25,000
4.	Fiddle Park <ul style="list-style-type: none"> Detailed Site Development Plan Phased Development of Infrastructure 	A overall	2010 2011 to 2014	Town/Committee Town/Committee	\$10,000 Based on Detailed Site Plan
5.	Fairgrounds	C	2012 or beyond	Town Agricultural Society	TBD
6.	New Park Development <ul style="list-style-type: none"> Northridge Estates (2.9 ha) <ul style="list-style-type: none"> Trails, Landscaping & Signage Shelburne North (1.3 ha) <ul style="list-style-type: none"> Playground including handicapped components Shade/rest areas Landscaping Signage 	C	2012 or beyond 2012 or beyond	Town Town	\$100,000 \$175,000
7.	Aquatics Facility	B	2011 & beyond	YMCA/Town/CDRC	TBD
8.	Community Trails <ul style="list-style-type: none"> Undertake one linkage per year 	A	2010 to 2020	Town/Service Club(s)	\$600,000 (\$60,000/year over 10 years)

#	Projects & Tasks	Priority	Proposed Timeframe	Roles/Partners	Estimated Capital Costs/Funding
	- Two Trail Heads		2011, 2014	Town/Service Club(s)	\$40,000 (\$20,000/trail head)
	- Signage/markers		2010 to 2020	Town/Service Club(s)	\$20,000 (\$2,000/year over 10 years)
9.	Downtown Open Spaces & Natural Areas - Site Identification - Partnerships development - Acquisition as per opportunities and/or dedications - Signage/trails and amenities	C	2010 2010 As available 2010/2019	Town Conservation Authority County Developers Others	TBD \$150,000 (\$10,000/year to be set aside)
10.	Playyards and Accessibility Provisions	A	2010 – 2014	Town Service Clubs Community Groups Grants	\$50,000 - \$75,000

6.4 PLAN REVIEW

Ongoing review and updating will be necessary in order to keep the Parks Master Plan relevant and on track. The following review process is suggested for the Master Plan:

- Annual reviews on the projected completion dates and other points, with a resetting of dates and related tasks, plus updating of potential projects and policy considerations as changes evolve within the operating environment;
- A five-year review which would constitute a comprehensive updating and the Master Plan's integration with the five year increments of the Development Charges By-law. This would allow for consolidation of any previous changes, as well as provide clarification of the capital funding available from Development Charges for the next five-year period;
- A ten year anniversary review which would likely involve broader public consultation and related activities to position the Master Plan for the next ten year planning period, reflecting new and emerging priorities, directions and trends.