



# The Corporation of the TOWN OF MILTON

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Report To: Council

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From: Jennifer Reynolds, Director, Community Services

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Date: August 24, 2015

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Report No: COMS-018-15

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Subject: Community Services / Milton Public Library Master Plan Update – Final Reports

**Recommendation: THAT Staff Report COMS-018-15 regarding the Community Services Master Plan Update Final Report attached as Schedule A be approved;**

**AND THAT the Community Services Master Plan Update Final Report be used to assist staff in preparing annual work plans, budget priorities and longer term facility planning;**

**AND THAT Council receive the Milton Public Library Master Plan as per the report from the Chair of the Milton Public Library Board attached as Schedule B;**

**AND THAT staff continue to work with the Milton Public Library to implement initiatives and coordinate service provision where identified in both the Community Services and Library Master Plans;**

**AND THAT staff be authorized to work with the Milton Public Library to support their application to the Ontario Libraries Capacity Fund;**

**AND THAT implementation of the recommendations contained within the Community Services Master Plan Final Report be considered within the annual capital and operating budget process.**

## **EXECUTIVE SUMMARY**

Council approved COMS-015-14 in June, 2014, recommending staff be authorized to circulate the Draft Community Services Master Plan Update to community groups, organizations and stakeholders, and post on the Town of Milton website to solicit feedback and input to the draft plan. This report recommends that the Community Services Master Plan final report be approved to guide future planning and priority



setting within the context of the annual budget process. The Milton Public Library Board has adopted their Master Plan and Schedule B addresses that report.

## REPORT

### Background

The last Community Services Master Plan was approved by Council in 2008, and has been used to assist in setting priorities for the provision of programs and services and the development/redevelopment of parks and facilities, as budgets have permitted, over the past number of years. While most recommendations were implemented, in some cases recommendations from the previous plan were not able to be implemented for a variety of reasons, including but not limited to the following:

- Detailed public consultation during the design phase for parks/facilities.
- Grant funding programs affecting priorities and opportunities.
- Inability to fully align project planning with potential partners.
- Unexpected priorities affecting Town resources.
- Detailed analysis results in changed priority setting (financial plans, demand analysis, changes in trends).
- Information gained from the annual budget survey process.
- Completion of individual plans (Service Strategies such as the Older Adult Strategy, Tennis Strategy).
- Overall budget impacts on capital and operating budgets.

It is expected that this Master Plan will continue to add value to guide staff in annual planning and forecasting, and should be considered a “living” document that is referenced on an ongoing basis in consideration of other factors and influences.

### Discussion

The purpose of the Master Plan is to provide a practical strategy that is based on a clear understanding of the Town’s growth, service needs and resource limitations. The work was guided by a number of previously approved documents (Community Services Master Plan 2008, Tennis Strategy, Older Adult Strategy, Community Profile, Official Plan, approved operating and capital budgets, Velodrome Business Plan, and Secondary Plans for Sherwood, Boyne and Derry Green). Monteith Brown Planning Consultants (MBPC) will be in attendance to provide a brief overview of the plan process to date, and highlights. MBPC also completed the Milton Public Library Board Master Plan update in a concurrent process and will present the highlights from that report.

Upon approval of the Community Services Draft document in 2014, a variety of techniques were used to seek feedback and input in the draft.

### Outreach and Engagement



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Input on the Draft Community Services Master Plan Update was sought in various ways from community groups, organizations, stakeholders and the public:

<b>Initiative</b>	<b>Date</b>	<b>Participation / Input</b>
Champion Advertisements	June & September, 2014	
Draft plan and on-line survey available on town website	July – October, 2014	38 on-line survey responses, 934 visits to webpage
Social media	July – October, 2014	
Email circulation to those who previously provided input, facility user groups, affiliated organizations and schools	July & September, 2014	
Hard copy of draft plan and survey at town facilities	July – October, 2014	
Posters at Town facilities	June – October, 2014	
Town signage – various	July – September, 2014	
Media release	September, 2014	
Public input sessions, afternoon & evening	September 23, 2014	67 attendees, 14 completed comment sheet
Slides from Public Input Session available on Town website	September 25, 2014	
Milton Aquatic Sports Committee Presentation	January 6, 2015	

All feedback received was forwarded to Monteith Brown Planning Consultants to assist in refining the final document. In addition, given the timing of the update process to the Development Charges By-Law and background study, it was determined that the data and population forecasts should be aligned between the two studies. This work required a review of the utilization data from 2014, to update projections and a review of the projects planned in consideration of available funding from Development Charges for growth related projects. This resulted in a delay of the original date staff targeted to complete the final report.

## Library Services Master Plan

Schedule B references a report from the Chair of the Milton Public Library Board related to the Board's approval of the Library Services Master Plan. The Library Services Master Plan and the Community Services Master Plan contain several areas of alignment and reflect opportunity to work collectively in a number of areas going



forward. The most immediate opportunity is with the planning for the Sherwood Community Centre. Consultants from Monteith Brown Planning Consultants will be in attendance to present highlights from the Library Services Master Plan.

In addition, there is an opportunity to support the MPL in making application to the Ontario Libraries Capacity Fund, which has identified funding to a maximum of \$200,000 over two years. Two relevant areas of the program's priorities which reflect a focus in the two Master Plans are:

- Strengthen and enhance the role of public libraries as community hubs that are focused on creating cultural, educational, social and economic opportunities.
- Encourage the development of new ways to engage with and meet the changing needs of all Ontarians.

### Sherwood Community Centre

The Master Plan contains recommendations related to the components to be included in the Sherwood Community Centre. It is expected that the Concept Plan related to the Sherwood Community Centre will be brought forward to Council in the early Fall. Pending approval of the Concept Plan, the next phase of this work will be to complete a Business Plan related to the operation of the planned Sherwood Community Centre. Pending completion and approval of the Business Plan, staff will be seeking authorization to procure services to commence with project management and design for the Sherwood Community Centre. It is anticipated that design work will commence in Q4, 2015.

## **Relationship to the Strategic Plan**

### **A Safe, Livable and Healthy Community**

#### **Financial Impact**

There is no direct financial impact as a result of this report. Programs and services will be addressed and considered by Milton Council through the annual operating and capital budget process, in consideration of all Town of Milton budget priorities.

Respectfully submitted,  
Jennifer Reynolds  
Director, Community Services

For questions, please contact:

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7252 Ext. 2180



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## Attachments

Schedule A: Community Services Master Plan Update – Final  
Schedule B: Report from Milton Public Library Board Chair re: Library Services Master Plan

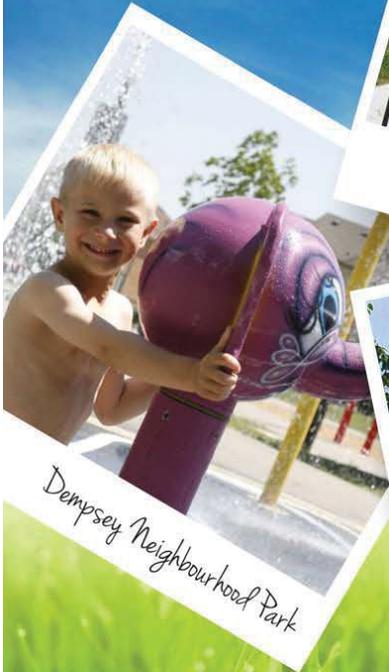
CAO Approval  
Jennifer Reynolds  
Acting Chief Administrative Officer



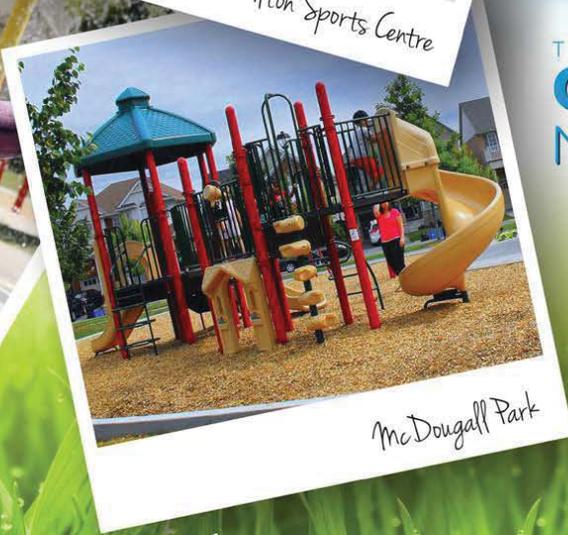
COMS-018-15 Schedule A



Milton Sports Centre



Dempsey Neighbourhood Park



McDougall Park

TOWN OF MILTON

# Community Services Master Plan Update

August 2015



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Town of Milton

Community Services Master Plan Update

August 13, 2015

Prepared by:



*in  
association  
with*

**tra.**



**Lord**  
Cultural Resources

COSBURN  
GIBERSON LANDSCAPE  
ARCHITECTS



## Acknowledgements

The availability of community services through our parks, recreation and cultural facilities is important to our physical health, our community's vibrancy and our identity as Milton residents. We would like to sincerely thank members of Council, the Community Services Master Plan Update Steering Committee, the Consulting Team, and most importantly, the great number of residents and organizations who have helped to shape this plan. Through your dedication and valued feedback, we believe that we have created a meaningful strategy to guide the Community Services Department in continuing to meet the needs of Milton over the next five years.

### Town Council

Mayor and Regional Councillor Gordon Krantz  
Local and Regional Councillor Colin Best  
Local and Regional Councillor Mike Cluett  
Local Councillor Mike Boughton  
Local Councillor Robert Duvall  
Local Councillor Rick Di Lorenzo

Local Councillor Zeeshan Hamid  
Local Councillor Arnold Huffman  
Local Councillor Cindy Lunau  
Local Councillor Rick Malboeuf  
Local Councillor John Pollard

### C.S.M.P. Update Steering Committee

Jennifer Reynolds, Director of Community Services (Project Lead)  
Joy Anderson, Senior Manager, Recreation Services  
Steven Palmer, Manager, Recreation & Sport  
Doug Sampano, Senior Manager, Facility Services

Roberta Sager, Manager, Parks Planning  
Jeff Fraser, Manager, Parks Design & Development  
Denise Black, Recreation Services Analyst

### Consulting Team

Monteith Brown Planning Consultants (Lead Consultant)  
Tucker-Reid & Associates  
The JF Group

Lord Cultural Resources  
Cosburn Giberson Landscape Architects  
MJM Architects



## List of Acronyms

A.O.D.A.	Accessibility for Ontarians with Disabilities Act
D.M.2.	Destiny Milton 2 (Town of Milton Corporate Strategic Plan)
C.S.M.P.	Community Services Master Plan (2008)
C.S.M.P. Update	Community Services Master Plan Update (2014)
G.T.A.	Greater Toronto Area
M.C.A.	Milton Centre for the Arts
M.I.T.C.	Milton Indoor Turf Centre
M.N.C.C.	Mattamy National Cycling Centre
M.L.C.	Milton Leisure Centre
M.S.A.C.	Milton Seniors Activity Centre
M.S.C.	Milton Sports Centre
S.P.A.	Secondary Plan Area



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### Appendices:

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- B: Recreation Service Delivery Assessment
- C: Cultural Services Assessment
- D: Fitness Services Assessment
- E: Partnership Assessment
- F: Recreation Facility Assessments
- G: Park Assessments



## 1.0 INTRODUCTION

- 1.1 – The Importance of Parks, Recreation & Culture
- 1.2 – Purpose of the Community Services Master Plan Update
  - 1.3 – The Master Planning Process
- 1.4 – A Vision for Community Services in Milton
- 1.5 – Implementation Strategy Considerations





## 1.1 Planning for People – The Importance of Parks, Recreation & Culture

The Town of Milton’s Community Services Department is responsible for providing many types of spaces, notably parks and community facilities, through which residents can participate in a broad range of recreational, cultural and other social pursuits. These spaces and services are vital to our community, promoting vibrancy and health that make Milton a desirable place to live. With the help of many community partners, the Community Services Department is able to facilitate many different types of recreational and cultural programs to meet the needs of a growing and diversifying population base.

Involvement in organized and spontaneous forms of recreation and cultural activities contributes great benefits to the health of Milton’s communities and individuals. The Canadian Parks & Recreation Association and the Ministry of Culture, Tourism and Sport along with dozens of other agencies and organizations, have documented many physical health, mental health, economic and environmental benefits that are associated with a strong recreation and cultural system. The new National Recreation Framework advances a Vision and the following five goals:

1. Foster active, healthy living through recreation.
2. Increase inclusion and access to recreation for populations that face constraints to participation.
3. Help people connect to nature through recreation.
4. Ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong, caring communities.
5. Ensure the continued growth and sustainability of the recreation field.

Undertaking long-range planning exercises for the recreational and cultural sectors positions decision-makers and service providers to meet the needs of their community in a sustainable manner. Municipalities, including the Town of Milton, frequently prepare assessments of recreation and cultural systems to develop policy frameworks, and quantify the benefits and needs.

### Participation in Recreation & Cultural Activities Can:

#### Be Essential to Personal Health

- Combats diabetes, heart disease, cancer and respiratory illnesses
- Prevents site specific cancers (colon, breast and lung)
- Reduces stress, depression and contributes to emotional/psychological well being
- Restores physical, mental and social capacities and abilities
- Strengthens social, motor, creativity and intellectual capabilities

#### Build Families & Communities

- Families that play together, stay together. Children and youth remain connected; couples that share interests are more likely to stay together
- Provides safe, developmental opportunities for children and youth who are unsupervised before and after school
- Produces leaders who support their communities in many ways
- Builds social skills and stimulates participation in community life
- Provides the catalyst that builds strong self-sufficient communities
- Strengthens community engagement

#### Be Essential to a Person’s Quality of Life

- Builds self-esteem and positive self-image
- Enhances life satisfaction levels
- Nurtures growth, acquisition of life skills for those with a disability
- Develops adults to their full potential (social, intellectual, creative, physical and spiritual)

#### Reduce Anti-Social Behaviours

- Reduces self-destructive behaviours and negative social activities in youth
- Provides an antidote to smoking, substance abuse, suicide and depression
- Reduces crime, particularly effective with at risk/delinquent youths
- Builds understanding between diverse cultures
- Reduces isolation, loneliness and alienation
- Reduces the costs of social services, social interventions and foster care
- Reduces crime and social dysfunction – police, justice and incarceration costs



## 1.2 Purpose of the Community Services Master Plan Update

In 2008, the Town of Milton approved a Community Services Master Plan that contained a number of recommendations aimed at improving local parks, recreation and cultural services. In 2015, Milton is a much different community with new neighbourhoods and new residents having been integrated into the Town. In addition, many of the recommendations from the previous Master Plan have been implemented while changing socio-demographics of the population are creating demands that must be re-evaluated in the present context.

The Community Services Master Plan Update (referred to as the “C.S.M.P. Update” herein) examines the scope of programs, services, facilities and parks that are presently being provided through the Community Services Department. The Update focuses on specific direction and actions needed to the year 2018 to best serve the short-term needs of the community. The C.S.M.P. Update was prepared concurrently with an update to the Milton Public Library Master Plan.

The C.S.M.P. Update is organized into the following Sections.

**Section 1 – Introduction:** Describes the Plan’s purpose, vision, and explains the implementation tables in the Action Plan sections.

**Section 2 – Study Inputs:** Documents the strategic framework, relevant trends, community profile and themes from municipal and community engagement activities that form the basis of the plan.

**Section 3 – Service Delivery Action Plans:** Provides strategies required to enhance the delivery of recreation and cultural services in Milton.

**Section 4 – Recreation Facility Action Plans:** Articulates an action plan aimed at meeting the space-related needs of the community over time.

**Section 5 – Park Action Plans:** Provides an action plan for meeting park-related needs in Milton.

## 1.3 The Master Planning Process

The C.S.M.P. Update was initiated in July 2013, shortly after the Town of Milton retained the Consulting Team of Monteith Brown Planning Consultants, Tucker-Reid & Associates, The JF Group, Lord Cultural Resources and Cosburn Giberson Landscape Architects. The C.S.M.P. Update utilizes a comprehensive planning process that consists of:

- an outreach and engagement program to receive input from residents and stakeholders;
- ongoing discussions with municipal representatives;
- an analysis of community demographics and relevant trends;
- a review of other Town of Milton studies, and alignment with other studies such as Development Charges By-law and Secondary Planning studies; and
- an assessment of needs and development of actions.



## 1.4 A Vision for Community Services in Milton

The Town of Milton is in the midst of reviewing its priorities in recreation, parks and culture over the course of the next five years. The opportunity presents itself to revisit and refine the departmental vision and mission and create guiding principles for service delivery and community building. The input to date has indicated that the community values recreational opportunities and understands the positive impact on individuals and the strength of the community as a whole. The notion of maximizing participation in quality recreational experiences - regardless if services are offered directly by the Town or through community partnerships - is the key to success. Greater participation will result in an increase in healthy active lifestyles within Milton. This needs to be the main driver over the course of the next five years.

In line with themes heard through discussions with the community through this master planning process, the C.S.M.P. Update is guided by the following Vision:

### **A Community Inspired to be Active in Recreation & Culture**

The following Mission Statement represents how the Community Services Department will strive to realize this Vision.

**The Community Services Department connects people with progressive places and positive experiences. We encourage all residents of Milton to embrace active and healthy lifestyles through the delivery of quality recreation, parks and cultural services with a spirit of community engagement and collaboration.**

These high level directional statements provide the Town, community groups and partners with the ability to align their efforts and work better together toward community driven priorities. In addition, the Guiding Principles direct the C.S.M.P. Update and its associated Action Plans in fulfilling the Vision and Mission of the Community Services Department. These overarching beliefs, derived through community and staff consultations, are largely complementary and should be read and interpreted as integrated, versus as separate, isolated statements. The C.S.M.P. Update's strategic framework also aligns with that of the National Framework for Recreation that has been recently developed by leading practitioners across Canada.



## Alignment of the C.S.M.P. Update's Guiding Principles with the 2015 National Recreation Framework

**Part II** **A Framework for Recreation in Canada 2015**

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**Vision**

Everyone engaged in meaningful, accessible recreation experiences, that foster:

Individual Wellbeing | Wellbeing of Natural & Built Environments | Community Wellbeing

**Values**

Public Good | Inclusion & Equity | Sustainability

**Principles of Operation**

Lifelong Participation | Outcome-Driven | Quality & Relevance | Evidence-Based | Partnerships | Innovation

**Goals**

<p>Active Living</p>	<p>Inclusion &amp; Access</p>	<p>Connecting People &amp; Nature</p>	<p>Supportive Environments</p>	<p>Recreation Capacity</p>
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**Priorities**

<ul style="list-style-type: none"> <li>- Participation throughout the lifecourse</li> <li>- Physical literacy</li> <li>- Play</li> <li>- Reduce sedentary behaviours</li> </ul>	<ul style="list-style-type: none"> <li>- Equitable participation for all, regardless of socioeconomic status, age, culture, race, Aboriginal status, gender, ability, sexual orientation or geographic location</li> </ul>	<ul style="list-style-type: none"> <li>- Natural spaces and places</li> <li>- Comprehensive system of parks</li> <li>- Public awareness and education</li> <li>- Minimize negative impacts</li> </ul>	<ul style="list-style-type: none"> <li>- Provide essential spaces and places</li> <li>- Use existing structures and spaces for multiple purposes</li> <li>- Renew infrastructure</li> <li>- Active transportation</li> <li>- Partnerships in social environment</li> <li>- Recreation education</li> <li>- Assessment tools</li> <li>- Align community initiatives</li> </ul>	<ul style="list-style-type: none"> <li>- Collaborative system</li> <li>- Career development</li> <li>- Advanced education</li> <li>- Capacity development</li> <li>- Community leadership</li> <li>- Volunteers</li> <li>- Knowledge development</li> </ul>
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Part II: A Framework for Recreation in Canada 2015 17



**C.S.M.P. Update Guiding Principles**

**Framework for Recreation in Canada – Goal**

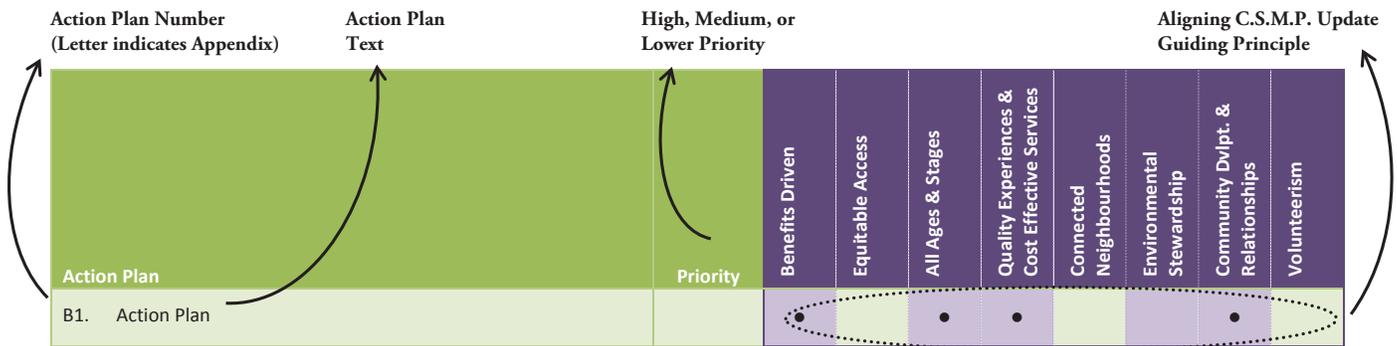
1. **Benefits Driven:** The Town is committed to increasing participation in quality recreation and cultural pursuits in order to realize the benefits to residents and the community as a whole (psychological, mental, spiritual, emotional and physical benefits).
2. **All Ages & Stages – Something for Everyone:** Opportunities will be provided and supported for all age groups within Milton. Participants are provided a continuum of learning and engagement experiences moving from introductory to more advanced opportunities.
3. **Equitable Access to Services:** The Town is dedicated to ensure equitable access to recreation, which means that special efforts will be taken to include under-represented or marginalized populations.
4. **Quality Experiences & Cost Effective Services:** The Town will provide and enable quality customer driven recreational experiences in the most cost effective way. Opportunities are affordable and range from low cost and no cost programs to full recovery.
5. **Conservation and Environmental Stewardship:** the Town will work with local partners to preserve its natural heritage, protect the environment, and ensure that residents gain the benefit of outdoor experiences.
6. **Connected Neighbourhoods:** The Town will work to gain a greater understanding of neighbourhood needs in order to increase participation where people live and serve to strengthen neighbourhood cohesion and pride. Facilities and parks are reasonably distributed throughout the community.
7. **Community Development & Community Relationships - Stronger Together:** The Town will assist in supporting the ability of the community to deliver recreation programs and services. Strong relationships with other agencies and organizations will serve to align with like priorities and maximize limited community resources.
8. **Volunteerism:** Community groups and volunteers are critical to the success of our service delivery network and the staff work to support and encourage volunteerism.



## 1.5 Implementation Strategy Considerations

Throughout the C.S.M.P. Update, action plans and their alignment with the established Guiding Principles have been identified. By approving this Plan, the Town is not bound to implementing every action plan; rather, this C.S.M.P. Update provides guidance on a variety of priorities and sets a general course for meeting the needs as they are presently defined. It is expected that the Town will make decisions on individual projects and funding sources annually through the capital and operating budget process.

The C.S.M.P. Update’s Action Plans are summarized within implementation tables found in subsequent sections of the C.S.M.P. Update, while the detailed assessments are contained in the Appendices. The implementation tables are presented in the following format.





Priority is often, but not always, synonymous with timing – the higher the priority, the sooner the recommendation should be implemented. Within the tables that follow, the priority and timing of action plans are organized into the following categories:

- High Priority:** Initiatives where immediate attention is recommended.  
(within 1 to 2 years)
- Medium Priority:** Initiatives that assist in maintaining baseline standards and operations, contribute to organizational effectiveness, maximize community resources, and/or are aligned with corporate priorities.  
(within 3 to 4 years)
- Lower Priority:** Initiatives focussed on new and enhanced programs and services.  
(after 5 years)

Note: Attention to medium and lower priority recommendations is required when high priority actions have been initiated/completed or when suitable partners have been identified for funding. As always, priorities need to be considered within context of available resources, human and financial.

Determining priorities is an exercise that should be revisited each year prior to the Town’s capital and operating budget development exercise. In addition to funding availability, factors that might change priorities year to year may include:

- capital lifecycle and considerations of safety;
- legislation and mandated requirements;
- changes to service standards;
- public input and community interests;
- emerging trends and changes in usage;
- participation of partners; and
- socio-demographic changes and growth forecasts.

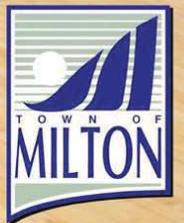
The Town has limited resources and cannot afford to do everything that the community desires; this is one of the reasons for undertaking the C.S.M.P. Update in the first place. Although the Town of Milton may be challenged in providing the appropriate financial resources to meet the Master Plan’s recommendations, there is an obligation to make every reasonable effort to implement these strategies through appropriate and acceptable means. Full implementation of the C.S.M.P. Update requires the use of development charges, grants, alternative funding sources, and the establishment of various partnerships and collaborations with community organizations, schools, agencies, and other partners. It is also appropriate to expect that the community organizations and volunteers will continue to deliver services and facilities beyond the Town’s own portfolio of community services.

The C.S.M.P. Update recognizes the need for phased implementation for certain action plans as they are based upon what is needed and not necessarily what is financially achievable at the present time. As such, the timing proposed for some action plans may not align with funding capacities as time goes by. As part of the annual budget process, the C.S.M.P. Update will be reviewed to identify areas where the availability of resources may affect the timing of implementation.



## 2.0 STUDY INPUTS

- 2.1 – Alignment with Existing Frameworks
- 2.2 – Understanding Relevant Trends
- 2.3 – Outreach & Engagement Programme





## 2.1 Alignment with Existing Frameworks

### Milton Official Plan

The Town of Milton Official Plan is a policy document that guides land-use planning, setting a vision for the community based on long-term goals and objectives. All public works, zoning and other by-laws, and land use approvals must conform with the Official Plan to ensure that its vision is consistently implemented. Town Council recently adopted an amendment (OPA 31) to the Official Plan to bring it into conformity with the Province's *Growth Plan for the Greater Golden Horseshoe* as well as Halton Region's Sustainable Halton Plan (Regional Official Plan Amendment 38).

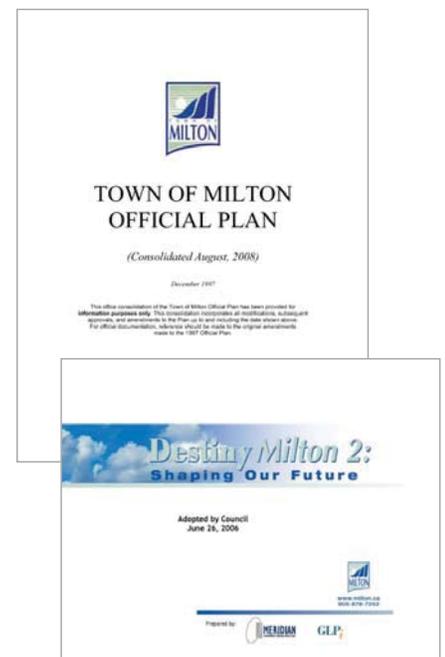
The Official Plan is an important document to consider in parks, recreation and cultural planning as future growth influences the placement of such services. Interpreted broadly, the Official Plan permits the provision of community services in a manner that presents residents with choice and meets the general interests and needs of a diverse population. As an example, the Official Plan directs a considerable share of future residential and commercial growth to Milton's built-up urban areas. This has implications as thousands of residents will be living in areas where vacant lands are scarce thereby making new facility construction more challenging. However, strategic co-location of community services within mixed-use areas can also help achieve the Official Plan's goals advancing pedestrian mobility, placemaking and community vibrancy.

### Destiny Milton 2

Destiny Milton 2 contains the Town's overarching corporate strategic framework. Although Destiny Milton 2 is over eight years old, it continues to set the basis for undertaking the C.S.M.P. Update and other Service Area Master Plans. Destiny Milton 2 set out the following goals:

1. A responsible, cost effective, and accountable local government
2. Well managed growth, well planned spaces
3. A safe, livable and healthy community
4. A robust, diverse, and sustainable economy
5. A thriving natural environment that is a valued asset to be protected, maintained, and enjoyed

Destiny Milton 3, a new strategic framework, is currently under development and which will serve as the broad vision for Milton for the next ten years, setting priorities for Milton's quality of life and service delivery.





## 2.2 Understanding Relevant Trends

There are many broad trends that are relevant to the parks, recreation and cultural sector. The following pages articulate some broad socio-demographic and participatory trends. Other trends are integrated into the service delivery and facility assessments that have been prepared in support of the C.S.M.P. Update.

### Implications of Population Growth

Milton has experienced very strong population growth over a number of years. Between the 2001 and 2011 Census periods, Milton’s population grew from 31,471 to 84,362, for a net increase of 52,891 residents, making it one of the fastest growing communities in Canada. The latest estimate of Milton’s population is 101,270 residents (2015). Local population forecasts are established by the Region of Halton’s “Best Planning Estimates of Population, Occupied Dwelling Units, and Employment, 2011-2031”, and are consistent at a regional level with the Province of Ontario’s “Places to Grow: A Growth Plan for the Greater Golden Horseshoe”. These forecasts suggest a build-out population of 228,084. An interim figure of 159,240 residents in 2025 is forecasted by the Town’s Draft Development Charges Background Study.

#### Forecasted Population– Town of Milton

Year	Population
2015	101,270
2025	159,240
Build-out	228,084

Note: Forecasts exclude net Census undercount of approximately 4%.

Population Source: 2015 & 2025 – Town of Milton Draft Development Charges

Background Study (2015); Build-out – Halton Region Best Planning Estimates (2011)

The 2025 projection is less aggressive than prior published forecasts. This is due to a number of factors, including a recent slowdown in growth caused by delays in the allocation of servicing, as well as adjusted housing forecasts. These adjustments will have implications on the timing and scale of capital facility development.

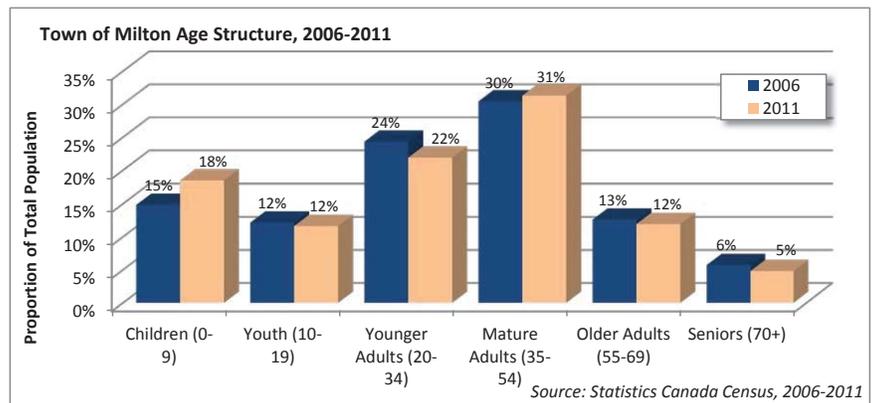
The intuitive implication of population growth is that new residents that come to the community will create additional demands for parks, facilities and services. If existing facilities and services do not have the capacity to address these new demands, additional capacity will need to be created through new infrastructure and resource allotments if needs are to be met over time. In addition, the distribution of population growth requires the Town to look at the geographic catchment areas of the facilities and services that it offers, as transportation choices and the amount of time it takes to travel between neighbourhoods and facilities impacts participation rates. Population growth is a very important consideration in Milton, as it is such a fast growing municipality and there is ongoing pressure to ensure that services are able to keep up with the high rate of growth being experienced.



### Age Profiles Influence Participation

The Town's 2013 *Community Profile*<sup>1</sup> states that Milton experienced strong growth across age groups representative of children and younger adults. In terms of both absolute and proportionate growth between 2001 and 2011, Milton has seen the greatest increases in the 0-9, 25-34, and 35-49 year old age groups. With rapid population growth, Milton continues to draw a considerable number of young families to the area, with many settling in newer areas of the Town.

From a proportional perspective, the number of children as a percentage of the population has increased to 18% over the last Census period and the proportion of younger adults declining slightly to 22%, with the proportion of all other age groups remaining relatively stable.



The age structure of the community helps to define what types of facilities and services to provide. Milton has seemingly bucked national aging trends with the 2011 Census recording the median age of the population at 34.1 years, which is slightly less than 34.4 years recorded in 2006. In a younger community such as Milton where the median age is about six years younger than the province, active pursuits such as sports and recreation tend to be in high demand and can generate pressures on arenas, sports fields and hard surface courts, for example.

Age cohort projections prepared by the Ontario Ministry of Finance for Halton Region are utilized in the absence of locally specific age cohort projections. Halton's age distribution is anticipated to remain fairly consistent across all age cohorts, with a slight aging of the population is anticipated over time with projected growth in the 55+ cohort and stable to slightly declining proportions in the other age groups.<sup>2</sup>

Although aging trends are not as apparent in Milton as compared to many other Canadian communities, those 55 years of age and over presently constitute about one-fifth (17%) of Milton's Census population. Consideration of this market is significant since the current generation of "older adults" tends to be more active and have recreation preferences that are different than previous generations of older adults and seniors. With a number of residents in the mature adult stage who will soon enter the older adult demographic, facilities and programs will have to be designed

<sup>1</sup> Town of Milton. *Community Profile – Final Report*. p.4. August 2, 2011.

<sup>2</sup> Ministry of Finance. *Ontario Population Projections Update, 2012-2036*. Spring 2013 (based on the 2006 Census). Queens Printer for Ontario, 2013.



or adapted to meet greater needs from the “older adult” of today. It is worth noting that the Town’s *Community Profile Survey* (2013) recorded 3% of its sample who reported a barrier to participation citing they were too old to make use of services.

### **Lack of Free Time is Resulting in Higher Rates of Physical Inactivity**

A lack of free time, largely due to busy lifestyles and a number of socio-economic circumstances, has traditionally been the number one barrier to participation for youth and adults. Surveys conducted across the country suggest that a ‘lack of free time’ is the primary barrier to participation in recreation and cultural pursuits, including in Milton where the Town’s *Community Profile Survey* recorded 35% those reporting a barrier to participation in recreation stating that the reason was they were too busy to do so. Broadly, a lack of time has contributed to other notable trends such as increases in rates of obesity and chronic disease (resulting from less physical activity), desire for more flexible and convenient program options, and decreasing levels of volunteerism.

### **Greater Demands for Unstructured Recreational Activities**

The community is placing greater demands on spontaneous, non-programmed forms of activity due to evolving household schedules and lifestyles, prompting a transition of activities from organized to unorganized recreation. Parks, recreation and cultural facilities are increasingly being designed to host a greater balance of programmable and non-programmable space to facilitate both structured and drop-in activities. For example, the provision of picnic areas or open spaces for family/group gatherings is being renewed particularly with diversifying cultural communities making good use of such areas for their social functions. Also gaining favour are hard surface courts, off-leash areas, walking trails, places to simply relax, etc. since they permit spontaneous, drop-in uses.

### **Ethnic Origin, Immigration, and Mother Tongue**

Like many other rapidly growing areas in the western Greater Toronto Area, Milton’s ethnic origin is increasingly shifting from its more traditional Eurocentric roots to a more globally diverse community composition. Since 2006, the immigrant population in Milton has grown to 24,700 people in 2011 (representing 30% of the population); this is an increase of approximately 89% (or 11,630 residents) in the five year period. Generally speaking, those born outside of Canada are rapidly emerging as a notable share of the population in Milton (at a faster rate than across the rest of the province). Specifically, immigrants from Pakistan, India, and the Philippines accounted for an increasing share of Milton’s immigrant population in 2011.

Similar to the ethnic origin and immigration figures, an increase in residents speaking in non-official mother tongue languages has also been witnessed. In 2011, the most dominant non-official language spoken in Milton was Urdu (which is widely spoken in Pakistan and India), which was spoken by 3,620 residents (4.3% of Town residents). The Town’s 2013 *Community Profile* suggests that new considerations need to be made in communicating with the residents of the Town about services and programs available. The lack of awareness of many programs – illustrated in the community survey – may be complicated further by language barriers.



As a result, there has been more focus on trying to integrate newcomers into more traditional activities while also responding to newcomer's differing needs. In recognition of increasing cultural diversity, the Town of Milton is working to effectively plan and operate facilities in a manner that responds to different cultural backgrounds with flexible spaces and inclusive policies that can accommodate a variety of needs.

### **Income & Educational Attainment**

Milton is a comparatively affluent community, with average household income estimated at \$118,203 in 2011. Over half (54%) of the private households earn over \$80,000 per year and nearly four in ten (38%) of the households earn over \$100,000 per year. A large proportion of Milton's population has a college diploma, indicating a strong presence of those with technical and 'hands-on' practical experience and education. Contrary to general trends across Ontario – which suggest educational attainment levels are rising across the province – there was a large increase in the high school group and no diploma group between 2006 and 2012, paired with only moderate growth of those with university-level or higher educational attainment. The Town's 2013 *Community Profile* suggests that Milton needs to ensure that educational programs are available and accessible to all of their residents, including new residents.

Income and education are correlated with participation in recreation and cultural activity. Households with higher household incomes (and presumably greater disposable income) tend to participate to a greater degree than lower income households, likely due to the fact that costs of participation are not as much of a barrier. Households with greater educational attainment are also more likely to participate in recreation and cultural activities more often than households with lower levels of educational attainment. Only 1% of the *Community Profile* Survey sample reporting barriers to participation in drop-in recreation cited cost as the reason.

### **Multi-Use, Multi-Generational Facilities**

There is a continuing and growing demand for facilities that contain something for everybody, rather than those designed solely for singular uses. Co-location of complementary facility components (e.g. youth spaces with gymnasiums, cultural spaces with libraries, etc.) can create convenient centralized activity centres for residents, dry-land training opportunities for user groups, and generate operating efficiencies for the Town. Provision of high quality, multi-use facilities encourages physical and social activity among all age groups, while also creating opportunities for sport and cultural tourism at a regional scale. Whether as indoor facilities (such as the Milton Centre for the Arts) or the combination of indoor and outdoor facilities (such as at Milton Sports Centre), concentration of activities at a particular site provides convenience for users and operating efficiencies for the Town that the community embraces.

### **Integrating Inclusive Facility Designs**

The Participation and Activity Limitation Survey conducted by Statistics Canada in 2006 identified that approximately 4.4 million Canadians were challenged with a disability, with nearly one-quarter of those living in Ontario. Promotion of inclusive facilities is critical to ensure participation from residents with different abilities. A variety of measures need to be explored to remove barriers to participation for all residents, including those with disabilities and special needs. Working with the Town's Accessibility Advisory Committee, through initiatives such as annual accessibility plans, can help identify potential barriers and the measures needed to remove them.



## Employment & Commuting

Milton's four largest industries – manufacturing, retail trade, wholesale trade, and health care and social assistance – have all seen considerable growth since 2001, which suggests that Milton is home to a diverse labour force with a wide range of expertise and skill sets. In particular, data on occupational composition identifies high concentrations of business and management-related occupations in Milton, suggesting that there are a significant number of workers that have higher-order business or management skills. It is interesting to note that the “art, culture, recreation and sport” occupational classification also increased substantially in recent years; this includes technical occupations, such as library, public archive and museum technicians, photographers, graphic art technicians, creative designers and others that contribute to the culture of the community.

A large proportion of Milton’s employed labour force (56% of those with a usual place of work in 2012) commute to jobs outside of Milton, with the large majority of these commuting beyond Halton Region.<sup>3</sup> As a result, many residents spend a large part of their time outside Milton and may not be as engaged in their community during the week, or may use the Town’s services on evenings or weekends.



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<sup>3</sup> Town of Milton. *Community Profile – Final Report*. p.24. August 2, 2011.



## 2.3 Outreach & Engagement Programme

Through a targeted outreach and engagement campaign, the C.S.M.P. Update involved the community, municipal representatives and other stakeholders to gain understanding in specific topic areas, build momentum for the master plan, and increase awareness of local recreation, culture, libraries, parks, and open space services. The following table summarizes the outreach and engagement activities held during the course of the C.S.M.P. Update process.

**Table 1: Consultation Process & Timing**

Initiative	Date	Participants
<b>Awareness &amp; Fact Finding</b>		
Public Awareness Campaign	Throughout the process	Town-wide
Stakeholder Group Survey	October 10, 2013	31 returned responses
Community Input Event	October 22, 2013	54 attendees
Key Informant Interviews	Throughout the process	With Milton Council, Area Municipalities, Region of Halton, School Boards and Post-Secondary Education Institutions
Community Interests Focus Group	October 29, 2013	13 representatives from 10 community groups
Sport & Recreation Roundtable	October 29, 2013	17 representatives from 17 community groups
Cultural Forum	October 30, 2013	12 representatives from 9 community groups
Youth Summit	October 30, 2013	28 youth ages 12-18
<b>Testing &amp; Refining</b>		
Community Services Advisory Committee Presentation	June 16, 2014	Community Services Advisory Committee
Public Information Sessions	September 23, 2014	67 attendees (total attendance was slightly higher after accounting for persons not signing in). Feedback sheets collected from the session were analyzed to contribute to the input, while a formal submission from the Milton Aquatic Sports Committee (dated January 11, 2015) was reviewed
Presentation to Town Council	August 24, 2015	Town of Milton Council
<b>Ongoing Dialogue with Town Staff</b>		
Meetings with the C.S.M.P. Steering Committee	Throughout the process	Assigned staff from the Community Services Department
Community Services Staff Roundtable	August 22, 2013	32 Town staff from parks, recreation and culture units
Community Services Management Staff Workshop	November 14, 2013	8 senior staff representing the Community Services Department
Alignment with 2015 Development Charges	April 2014 to June 2015	Coordination with Town Staff to update the Draft CSMP with D.C. population information and revised utilization data



## Emerging Themes from Engagement Activities

While each consultative element involved different processes, questions and participants, a number of common themes emerged. While not an exhaustive list, the following table articulates themes that were commonly identified for each consultation tool employed (listed in no particular order). Further detail about each consultation activity can be found in Appendix A.

Emerging Theme	INPUT EVENT	SURVEY	SPORT & REC	YOUTH	CULTURE	COMMUNITY	INTERVIEWS
<p><b>Keeping Pace with Rapid Population Growth</b></p> <p>Many people recognized the Town’s efforts in providing them with parks, facilities and services despite challenges associated with rapid population growth. They encourage the Town to continue to keep pace as Milton continues to grow.</p>	•	•	•		•	•	
<p><b>Demands for More Self-structured, Drop-in Activities</b></p> <p>With Milton’s residents facing considerable constraints on their disposable time due to commuting, family commitments and other pressures, it is often difficult to participate in organized activities with rigid schedules, either as a participant or as an attendee (e.g. a caregiver driving one or more children to their respective activities).</p>	•			•	•	•	
<p><b>Continuing to Engage &amp; Empower the Community</b></p> <p>Many participants expressed a desire to continue to be involved in planning processes shaping community services in Milton, indicating that they are willing to provide input regularly if provided forums to do so.</p>	•	•	•		•	•	
<p><b>Creating Comfortable, High Quality Parks</b></p> <p>Providing high quality, well maintained parks that contain features such as gardens, seating areas, shade and other comfort facilities to complement the range of active uses traditionally found in parks.</p>	•			•	•		•
<p><b>Providing Positive Places for Youth</b></p> <p>Ensuring youth have safe and welcoming places to congregate indoors and outdoors, through dedicated youth spaces within facilities and youth-zones in parks.</p>	•			•		•	
<p><b>Improving Awareness of Available Opportunities</b></p> <p>Many people noted that they were not aware of the wide range of facilities and services offered by the Town and community-based service providers.</p>	•	•		•	•	•	

**Legend:** INPUT EVENT –Community Input Event & Public Information Sessions; SURVEY – Community Group Survey; SPORT & REC – Sport & Recreation Roundtable; YOUTH – Youth Summit; CULTURE – Cultural Forum; COMMUNITY – Community Providers Focus Group; INTERVIEWS – Key Informant Interviews.



Emerging Theme (continued)	INPUT EVENT	SURVEY	SPORT & REC	YOUTH	CULTURE	COMMUNITY	INTERVIEWS
<b>Emphasizing the Need for Inclusive Services</b> A concerted effort by the Town and community-based providers to increase the number of opportunities available to residents with disabilities and special needs, lower incomes, teens and seniors, and those of diverse cultural backgrounds.	•		•	•	•	•	
<b>Creating Destinations &amp; Hubs of Community Activity</b> The Town's parks, community centres and libraries are viewed as places where people come together to access a broad range of services, congregate with one another and have an opportunity to learn about the Town of Milton.	•				•	•	
<b>Creative Partnerships</b> Building new partnerships and strengthening existing ones with community-based providers and like-minded agencies was often identified as a way to provide innovative services and share risk so that such services were more likely to succeed.	•	•	•		•	•	

**Legend:** INPUT EVENT –Community Input Event & Public Information Sessions; SURVEY – Community Group Survey; SPORT & REC – Sport & Recreation Roundtable; YOUTH – Youth Summit; CULTURE – Cultural Forum; COMMUNITY – Community Providers Focus Group; INTERVIEWS – Key Informant Interviews.





## 3.0 SERVICE DELIVERY ACTION PLANS

- 3.1 – Recreation Service Strategy
- 3.2 – Arts & Culture Service Strategy
- 3.3 – Fitness Services Strategy
- 3.4 – Partnership Strategy





### 3.1 Recreation Service Strategy

The Recreation Service Delivery Review is intended to provide guidance to the Town of Milton and stakeholders as to the emphasis that needs to be taken over the next five years in providing/enabling a broad range of recreation and active choices for all residents. The approach to service delivery is as important as the services provided to ensure that the Town is working effectively with like partners and maximizing community resources. The critical questions that are addressed in the Service Delivery assessment include:

- a) What are the programs and services that are currently provided by the Town and how well are they utilized?
- b) Specific requests from the Town to address:
  - Strengths, challenges and opportunities in the delivery of service
  - Gaps in programming and overlap with other community providers
  - Community engagement methods
  - Community development model
  - A review of the Departmental name
  - A review of the performance metrics
- c) Can more efforts be made to ensure that every citizen can participate regardless of age, ability or background?
- d) What has the public and stakeholders suggested in terms of improvements throughout the planning process?
- e) What are the recommended service delivery actions over the next five years, and how can these be developed in a timely and effective manner?

The C.S.M.P. Update has taken a thorough approach to the service review and has included an examination of the current delivery methodologies, program range and participation levels, a review of current trends and leading practices in the delivery of recreation services, an engagement process that involved community meetings, interviews and staff workshops and a review of statistical and evaluative data provided by the Town. The development of suggested actions and subsequent recommendations is the result of community engagement, consultation and research. The focus is on areas within the delivery of recreation services that could use greater emphasis in order to reach more residents and to inspire them to get active and engaged more often. The subsequent recommendations will assist in the setting of priorities, management and administration of the Town's recreation programs in continuing to meet the needs of the residents of Milton.

The following key result areas required to focus efforts over the next five years come from a combination of public and staff input, the changing demographics, potential partnerships, and efficiencies. As will be presented over subsequent pages, the key focus areas include:

- 1. Program and Service Priorities
- 2. Diversity and Inclusion
- 3. Connecting Communities and Neighbourhoods
- 4. Partnerships
- 5. Fitness Services



### Program and Service Priority Action Plans

The following table summarizes each Action Plan pertaining to the Program and Service Priorities key focus area that can be found in Appendix B, while also identifying which Guiding Principle(s) each Action Plan is intended to achieve.

Action Plan – Service Delivery Priorities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
B1. Develop a promotional campaign surrounding the importance and benefits of outdoor play with interested community partners, including integrating the interpretation of nature and natural outdoor experiences into the summer playground program.	Medium	•		•	•		•	•	
B2. Review Milton’s Physical Activity Plan to incorporate any recent federal and provincial initiatives and evidenced based approaches.	Medium	•		•					
B3. Continue to explore opportunities to augment the number of affordable instructional programs that allow residents to learn the fundamentals of a variety of sports.	High	•	•	•					
B4. Review pre-school offerings /opportunities as well as times for programs and casual opportunities to ensure that they reflect current needs of this age group.	Medium	•		•					
B5. Work with community partners to increase the number of affordable after school opportunities for children and youth.	High	•	•	•				•	



Action Plan – Service Delivery Priorities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
B6. Review the Community Service’s Department role and level of service in the provision of special events including the costs to support staff driven and community driven events. Define a base level of service and explore cost recovery options for enhanced service levels.	Medium				•				
B7. Consider the types of special events being offered and look to fill any gaps through building community capacity and partnering with complementary organizations and institutions.	Medium	•						•	
B8. Develop a promotional plan and incentives for families in order to increase family participation in recreational and sporting pursuits.	Medium	•		•					
B9. Utilize the information and recommendations contained within the Town of Milton Older Adult Strategy to guide service delivery for older adults, particularly those that are synergistic with the Community Services Master Plan Update’s five year timeline.	High	•	•	•	•			•	
B10. Convene a forum of pre-retired adults to discuss recreation service provision, volunteerism and the use of social media in supporting networking opportunities and in self-determining opportunities.	Medium	•		•					•
B11. Consider changing the name of the Community Services Department to Parks, Recreation and Culture in order to reflect the services provided.	Medium		•						



Action Plan – Service Delivery Priorities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteering
B12. Use the information garnered throughout the master planning process and 2013 Community Profile survey to refresh the Community Services Department's Communications and Marketing Strategy.	High	•	•						
B13. Complete a study in the use of technology to increase departmental efficiencies (through use of social media, market analytics software, registration and utilization databases, etc.) and make recreation programs and services more accessible to the public.	High		•		•				
B14. Strengthen synergies with Milton Public Library to more closely align programs, cross promote programs, use public spaces more effectively, and work collaboratively on community driven priorities.	High				•			•	
B15. Continue to strengthen the Town's volunteer program and provide appropriate leadership supports to organizations that utilize volunteers.	Medium				•	•		•	•



## Diversity and Inclusion Action Plans

Action Plan – Service Delivery Priorities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
B16. Endeavour to engage and encourage persons from diverse cultural backgrounds to participate more actively in recreation and cultural activities in Milton through:	High								
a) Coordinating efforts to create dialogue with cultural group leaders and key opinion leaders from diverse populations to discuss traditional and non-traditional recreation needs in providing services that are representative of the broadening recreation market.	High		•					•	•
b) Introducing non-traditional recreation and sport programs that reflect the recreational preferences of Milton’s diverse populations, while concurrently providing more introductory programming to introduce traditional Canadian recreation and sport experiences.	High	•	•						
c) Ensuring that all Town of Milton staff are trained to create welcoming environments for diverse populations.	High		•		•				
d) Creating a staff centred Diversity Team within Community Services to ensure that the development of programs and services respects the diversity of Milton, and further that there is an open internal culture that is supportive and welcoming to diverse staff, volunteers and participants.	High		•					•	•



Action Plan – Service Delivery Priorities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteering
e) Developing a framework (principles and methodologies) to include residents from a broad range of diverse backgrounds. Include an “Equity Lens” that ensures inclusive language and approaches in the development and delivery of recreation services. The lens/checklist will be used to identify and remove barriers as programs and services are planned, executed and evaluated.	High	•	•						
B17. Ensure that all recreation centres and facilities are considered Safe and/or Positive Spaces with the required training and identification to enable staff and volunteers to foster inclusive and welcoming places for all residents.	High		•						
B18. The composition of staff, volunteers and advisory committee members should reflect the Milton Community.	High		•						
B19. Facilitate opportunities for residents to participate in no cost and low cost programs, to ensure that the recreation system remains open and accessible to all residents. Where there are fee based programs that might be cost prohibitive, extend efforts to consider the following:	High		•						
a) Provide information to Halton Region Social Services staff on the Access Policy and local recreation and sport opportunities, and work with them to develop any further streamlining for those in financial need;	High	•	•		•			•	
b) Continue to address other barriers such as transportation and equipment in enabling programs for residents;	High	•	•						



Action Plan – Service Delivery Priorities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteering
c) Consider a policy that requires recreation and sport groups that use subsidized Town spaces to offer community outreach and subsidized/no cost registration for residents of low income backgrounds;	Medium	•	•		•			•	
d) Expand on the number of opportunities for low income children and youth through corporate sponsorship opportunities.	High	•	•	•	•				
B20. Build upon the number of relationships with groups that provide services to persons with disabilities and therapeutic services, in order to enable a seamless system and barrier free access to recreation and sport pursuits. Continue to provide one point of contact for residents with disabilities to receive the needed supports and advice in order to access and benefit from participation in recreation.	Low	•	•					•	•
B21. Continue to develop partnerships in reaching more residents with disabilities, quantify participation numbers on an annual basis, and monitor the effectiveness of inclusion policies, practices and program offerings.	Low	•	•					•	•



### Connecting Communities and Neighbourhoods Action Plans

Action Plan – Service Delivery Priorities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
B22. Reference the community engagement framework in strengthening localized service delivery and assess the staff capacity as one tool to implement a more focused approach as Milton continues to grow in population and diversity.	High	•			•			•	•
B23. Convene a forum of service agencies (i.e. all related government, non-profit, and volunteer organizations) within Milton to determine localized priorities and commonalities in order to look for efficiencies and resource sharing opportunities, and to reference the Province of Ontario "Community Hub" framework.	Medium				•			•	•
B24. Investigate ways in which the organizational capacity of local groups and institutions could be strengthened. Professional development workshops and seminars in partnership with local businesses, Halton Region or other community stakeholders could be developed and offered to non-profit community organizations and individual volunteers and workers.	High				•			•	•
B25. Provide training to staff in the community engagement framework.	High	•						•	
B26. Provide training to staff in creating community hubs within Town-owned and public facilities and spaces.	Low	•				•		•	
B27. Prioritize efforts in neighbourhoods where supports are most needed.	High	•	•		•	•			
B28. Review the municipal decision-making framework for the allocation of grants provided to organizations delivering community recreation and cultural services.	Medium	•	•		•			•	

### 3.2 Arts & Culture Strategy

The Town of Milton significantly boosted its cultural presence and profile with the construction of the Milton Centre for the Arts (M.C.A.). The M.C.A. provides a venue for both the Town and the local arts and cultural sector to deliver much needed programs to the community. With the M.C.A. and the associated delivery of arts and cultural programming through the Community Services Department (along with Milton Public Library), Milton's role in the arts and culture has become more of a direct provider though the number and types of programs are scoped in nature. This focused role allows the arts and cultural sector to continue to provide programming to residents and is consistent with a prevailing trend in Ontario where municipalities often take a broader approach to cultural planning and delivery.

With the M.C.A. providing a centralized space to coordinate municipal delivery of cultural programs, the C.S.M.P. Update encourages the dissemination of arts and cultural opportunities into neighbourhoods through a 'satellite' or 'hub' based approach using existing community assets such as other community centres, schools, places of religious assembly, parks, etc. By doing so, uptake in both municipal and community-based programming is the end goal by providing a broad range of well distributed program opportunities.

Communication and coordination is another important strategy for the Town and cultural providers to embody. It is not enough for the Town to communicate individually with groups, but the groups themselves must be in frequent dialogue with each other to maximize mutual resources and minimize any service redundancies. The Town's role in this respect is once again that of a facilitator and a community developer in order to build the organizational capacity of the arts and cultural sector.

The following table summarizes each Action Plan pertaining to arts and culture that is contained in the C.S.M.P. Update, which can be found in Appendix C, while also identifying which Guiding Principle(s) each Action Plan is intended to achieve.





Action Plan – Arts & Cultural Services	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
C1. Evaluate the most effective and beneficial approach to identify, record and classify the cultural resources (cultural mapping) in order to gain greater knowledge of Milton’s cultural community and its assets, in order to foster participation and improve cultural delivery.	Medium	•	•	•	•	•		•	
C2. Investigate ways to support arts and culture programs in community centres in outlying neighbourhoods– beyond the library and Arts Centre. Many of the programs developed for the Milton Centre for the Arts could also be offered at other municipal facilities (e.g. the Milton Senior’s Activity Centre, the proposed Sherwood Community Centre, and heritage buildings) or at local high schools and places of religious assembly.	Medium	•	•	•		•			
C3. Promote cultural hubs within the Town to create greater opportunities for arts and cultural groups to interact and for residents to engage with arts and culture providers. Cultural hubs do not have to be anything more than centralizing around existing assets such as community centres or Library branches, for example. The concept is decentralization – moving away from aggregating all cultural activities in one facility and one location.	Medium	•	•		•	•		•	•
C4. Explore opportunities to augment the number of universal arts programs, particularly for the children’s market.	Medium	•	•		•				
C5. Explore an enhanced and/or more equitable allocation of funding specific to the municipal arts and cultural portfolio in a manner that allows the delivery of arts and cultural services to reach a greater number of residents (i.e. the Milton Centre for the Arts presently receives over 95% of all arts and cultural	Medium		•		•			•	•



Action Plan – Arts & Cultural Services	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlp. & Relationships	Volunteerism
expenditures, a portion that may be adjusted to achieve greater balance with other arts and culture priorities).									
C6. Determine how the arts, cultural and heritage assets, programs and services within municipal departments as well as Halton Region could collaborate more closely to provide optimal cultural delivery to the residents of Milton.	Low				•			•	
C7. Strengthen support provided to Arts Milton to enable this organization to operate as the official arms-length or independent arts umbrella for the Town of Milton, in order to support and advocate for arts and culture in the community to more efficiently deliver cultural services to the Town.	High				•			•	•
C8. Investigate ways in which the organizational capacity of arts and cultural groups and institutions could be strengthened. Professional development workshops and seminars in partnership with local businesses, Halton Region or other community stakeholders could be developed and offered to arts organizations and individual artists and cultural workers.	Medium				•			•	•
C9. Determine ways in which the Town could strengthen the support and expand the Downtown Milton Street Festival to be more multi-disciplinary and more multi-cultural to reflect the diversity of the community.	High	•	•	•	•				•



Action Plan – Arts & Cultural Services	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlp. & Relationships	Volunteerism
C10. Engage the private sector, including local businesses, as supporters, potential funders and capacity builders of Milton’s arts and cultural sector. The corporate sector should be engaged in arts and culture beyond donations and corporate gift-giving. Lawyers, accountants and other business leaders should be approached to impart their experience and knowledge in helping not-for-profit entities run their organizations more efficiently and business-like.	High				•			•	•
C11. Work with the various arts organizations, volunteer groups and festival organizers and the library to collectively build audiences for arts and cultural services.	High	•						•	•
C12. The Town should consider a community services marketing piece oriented to the Milton Centre for the Arts and/or the broader arts and cultural community, largely leveraging cost-effective platforms such as digital and online media. As part of this strategy, the Town could also develop a micro-site to <a href="http://www.milton.ca">www.milton.ca</a> that posts cultural events and programs with links to individual organizations in order for residents to stay current with the cultural activity in Milton.	Low	•			•				
C13. Consideration should be given to how programs and events are communicated. Marketing should be tailored to specific communities (i.e. language, messaging, more inviting and inclusive events), to youth, teenagers, families and older citizens.	High	•	•	•					



### 3.3 Fitness Services Strategy

Many municipalities have become part of the growing physical activity movement and are partnering with national, provincial or community organizations with a mandate to promote and/or support healthy living behaviours. This may include simple strategies like aligning existing initiatives to encourage people to eat healthily, be physically active or to participate in sports endeavours. It might also include strategic decisions to remain or become a direct provider of physical activity and healthy living services that may also involve the provision of fitness services offered in a publicly operated fitness centre.

The Town of Milton currently operates two full service fitness facilities - the Milton Leisure Centre (M.L.C.) and the Mattamy National Cycling Centre (M.N.C.C.) as well as a number of fitness programs and services available at the Milton Sports Centre (M.S.C.). The following table summarizes each Action Plan pertaining to the operation of municipal fitness centres that can be found in Appendix D, while also identifying which Guiding Principle(s) each Action Plan is intended to achieve.

Action Plan – Fitness Services	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
D1. Increase the value proposition of an annual fitness membership by: <ul style="list-style-type: none"> <li>a) Increasing the premium paid by shorter term pass holders by lowering the monthly cost of an annual relationship with the centre.</li> <li>b) Providing annual members greater access and preferred pricing for the Town’s registered fitness programs – registered programs should also be available to short term pass holders but the price discount should be smaller and the advance registration preference should be less liberal.</li> </ul>	High	•							



Action Plan – Fitness Services	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlp. & Relationships	Volunteerism
<p>D2. Establish a comprehensive marketing plan to promote the M.L.C. and M.N.C.C. fitness centres. The plan should include numerous integrated marketing, promotional, referral and public relations initiatives to ensure that Milton based fitness enthusiasts are aware of the facilities, programs, services prices and value proposition compared to competitors in the local market. The plan should strive to attract potential members/pass holders to “try it out” through either referral programs or introductory offers (Try 3 For Free for example). The plan should also include exposure of the fitness centre in the lobbies of the facilities so that visits to the centres could be leveraged into a sale of a fitness pass or membership.</p>	High				•				
<p>D3. Investigate and acquire a fitness centre management software package to assist staff in tracking fitness centre performance metrics (such as retention) – preferably the selected software can be compatible and integrated with the CLASS system.</p>	Medium				•				
<p>D4. Create (or identify) and implement a customer service training program to ensure that all facility and program staff are aware of their important contributions to members’/pass holders’ positive experiences while at the fitness centre.</p>	High	•							
<p>D5. Create and implement a member retention program. At a minimum, this should include a renewal incentive and could recognize and reward long term members for their continued patronage of the centre.</p>	Medium				•				



Action Plan – Fitness Services	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
D6. Create a non-dues revenue generation strategy. Revenue produced through the sale of personal training sessions, registered programs, lifestyle, fitness and nutritional counseling, etc. are important sources of income that assist many fitness centres become and/or remain financially self-sustaining. This strategy should identify methods of generating as much supplementary income as possible from the centre’s members/pass holders, registered program participants and casual users.	High				•				
D7. Continuously strive to deliver an inventory of intriguing, fresh and inspiring physical activity and exercise programs to excite and interest members/pass holders and registered program participants. Where possible, cross program to take advantage of two or three different types of activities within a single class. Take people outside, make use of the park and path systems, bring in special instructors; whatever it takes to grab the attention and excite existing and potential participants.	High	•		•	•				
D8. Update the business plan for the M.N.C.C. fitness centre including revenue and expense projections for the first five years of operation. The business plan should set out all contemplated operating functions and anticipated performance levels - based on comparable municipal metrics drawn from Town’s previous fitness experiences. Most importantly, the plan should specify the program plan, staffing model and anticipated sales performance presented in a budget format.	High				•				



Action Plan – Fitness Services	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteering
<p>D9. Operate the M.N.C.C. fitness centre in a manner relatively consistent with the operating profile of the M.L.C. fitness centre. While there may be a price premium paid for access to the higher quality fitness centre, the Town should leverage the transferability of patronage between the sites through a reciprocal use program. Accordingly, the recommended action plans presented for the M.L.C. fitness centre would also be applicable to the M.N.C.C. fitness facility.</p>	High				•				
<p>D10. If/when the M.N.C.C.'s operation reaches a relative state of normalcy – i.e. service interruptions and other operational impediments are kept to a minimum or at least occur with some predictability – revisit the merits of contracting out the management of the fitness centre. If under municipal management the fitness facility were to perform in accordance with expectations – i.e. consistent with the business plans projections, the Town may elect to maintain its management model status quo. Conversely, if the preceding years' performances were below expectations – and the poor performance is not attributable to uncontrollable circumstances – seeking outside management assistance may be well advised. If the Town were to proceed with a search and selection process, a combination of the fitness centre's business plan and its past performance would be used as a municipal comparator to guide the evaluation of proponent submissions.</p>	Medium				•				
<p>D11. Promote the fitness and active living programs and services at the M.S.C. as results focused, individual and group opportunities that take a balanced approach to achieving fitness goals. Differentiate M.S.C. from the equipment based facility at M.L.C. and M.N.C.C. by describing the facilities as complementary alternatives that can produce matching results while offering a different type of experience that helps to maintain an individual's interest.</p>	High	•							



Action Plan – Fitness Services	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
D12. Explore opportunities to deliver or expand the delivery of personal training and other individual or small group fitness training instruction at M.S.C. This would be an extension of the aforementioned non-dues revenue generation strategy.	Medium	•							
D13. Investigate opportunities through which the M.S.C. can act as an active living hub from which community health and active living programs can be offered in the community rather than at either the M.L.C. or the M.S.C. site. This form of outreach may be particularly appealing to older adults segments of the market. Incorporated in this action would be opportunities to introduce fitness and active living programs that are organized outdoors, and could be focused on the use of complementary outdoor amenities in the Community Park south of the M.S.C.	Medium	•							
D14. Develop and deliver a full complement of active living programs and drop-in exercise classes at the proposed Sherwood Community Centre.	High	•							
D15. Leveraging the presence of the proposed older adult satellite activity centre at the Sherwood Community Centre, design some of the active living program inventory with an older adult focus.	High	•		•					
D16. If the M.N.C.C. fitness centre is unable to accommodate the use requirements of the Town's partners at the M.N.C.C. - including the University – and should space permit, consider developing a full service, equipment based fitness facility at the proposed Sherwood Community Centre.	Lower	•							



### 3.4 Partnership Strategy

Municipalities throughout Canada are faced with intensifying demands to provide quality, accessible services in spite of shrinking budgets, a reduction of traditional forms of capital funding and changes to priorities that determine resource deployment. In response to these pressures, many local governments are pursuing creative methods of developing infrastructure and examining new means of delivering community services. Additionally, some departments are dealing with budget pressures by streamlining operations, reducing services or consolidating service units. Others are attempting to increase revenues through an increased focus on user fees or maximizing the outputs of entrepreneurial activities. Recently, an increasing number of municipalities are considering collaboration with traditional (other public entities) or non-traditional partners (not-for-profit or private sector entities) in an attempt to maintain or possibly enhance the number and quality of services.

The Town of Milton Community Services Department is open to potential partnerships with all types of partners including: private companies; public or institutional organizations like universities and school boards; not-for-profit or charitable groups like the YMCA; and community groups that may be affiliated with the Town through their use of facilities but not necessarily considered as potential partners. Milton understands the potential benefits of partnerships and has a positive history of capitalizing on opportunities as they emerge, and considers a consistent partnership evaluation model to determine which partnerships are representative of Town’s corporate philosophies. A commitment to explore and where appropriate create partnerships will require dedication of staff time and resources – which may seem difficult to justify when an opportunity is just an idea, thought or concept. But thoughtful and early attention to these notions and taking the lead by becoming a partnership champion will produce long term results that are not possible working alone.

There is no single formula that is appropriate for all potential partnership situations. The project particulars, mandates and positions of the partnership candidates, local influences and the alignment of priorities are all factors that will dictate the nature of a suitable relationship – or if a partnership is even a reasonable possibility. However, as joint relationship concepts become more prevalent and refined, best practices for “doing more with less in conjunction with a partner” are becoming more widely understood as realistic considerations. As a result, municipal governments are more willing to wrestle with the many facets of new types of facility or service delivery models by developing frameworks within which all potential relationships can be conceived, crafted, evaluated, and managed.

The following table summarizes each Action Plan pertaining to partnerships that is contained in the C.S.M.P. Update, which can be found in Appendix E, while also identifying which Guiding Principle(s) each Action Plan is intended to achieve.



Action Plan – Partnerships	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
<p>E1. The following general action plans are intended to assist the Town prepare for and undertake partnership discussions:</p> <ul style="list-style-type: none"> <li>a) Establish or reconfirm the Town’s expectations for partnerships and direct project leads to develop project specific goals and objectives.</li> <li>b) Identify potential risks and appropriate mitigating activities make project leads aware of how to deal with risks while deliberating with partner candidates.</li> <li>c) Designate project leads as the Town’s point people in developing each potential partnership.</li> <li>d) Establish a communication strategy that project leads will use in discussions with potential partners.</li> <li>e) Evaluate the Town’s partnership framework to examine different types of partnerships – i.e. types of partnerships that should be pursued, approaches to public/public or public/private relationships, response to unsolicited proposals, etc.</li> </ul>	High						•		



Action Plan – Partnerships	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
E2. Through discussions with Wilfrid Laurier University officials:	High								
a) Pending Provincial funding, initiate planning meetings to establish the premise of the relationship between the Town and the University.	at such time as a campus is confirmed							•	
b) Establish specified objectives, procedures, reporting systems and a timetable that would be enacted immediately after a positive decision by the Ministry.	at such time as a campus is confirmed							•	
c) Identify capital investment opportunities available through Laurier’s funding relationship with the Ministry.	at such time as a campus is confirmed							•	
d) As part of the planning meetings, address the most preferable operating relationship for the Mattamy National Cycling Centre.	at such time as a campus is confirmed	•						•	
e) Determine the University’s anticipated use for the fitness centre within the Mattamy National Cycling Centre to help in profiling the high performance and community use aspect of the fitness centre.	at such time as a campus is confirmed	•						•	
f) Determine an appropriate rate and fee schedule charged to the University for students’ use of the Mattamy National Cycling Centre facilities.	at such time as a campus is confirmed				•			•	
g) Identify the University’s desired use of other municipal facilities for intramural and varsity programs.	at such time as a campus is confirmed	•			•			•	



Action Plan – Partnerships	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
h) Explore joint programming opportunities or the possibility of using students in certain program delivery roles.	at such time as a campus is confirmed	•			•			•	
E3. Through discussions with Y.M.C.A. of the Greater Toronto Area officials:	High								
a) Re-engage the Y.M.C.A. to confirm that Milton remains a viable location for a future YMCA development and determine any conditions that would compromise the Town from being considered a reasonable candidate.								•	
b) Validate that the Y.M.C.A. will only pursue capital partnership relationships if it believes that a fundraising campaign has a reasonable chance for success – if confirmed would thereby eliminate Sherwood as a partnership candidate project.					•			•	
c) Determine a process and schedule that positions the Y.M.C.A. and the Town to pursue a capital development partnership in future projects (such as in Boyne).								•	
d) Examine the potential of a relationship for contract service delivery (such as day care) or a landlord tenant relationship in existing or future Town buildings.		•						•	



Action Plan – Partnerships	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
E4. Through discussions with Milton Public Library representatives:	High								
a) Work with the Milton Public Library to establish and/or agree upon: the mandate of each party relative to programming and service delivery; shared principles; areas of existing or potential service duplication; methods to ensure service alignment; service areas where common policies and procedures are advisable (i.e. user fees, facility allocation and scheduling, revenue generation, cost recovery, etc.); and a program model for Sherwood Community Centre and Library.		•			•			•	
b) Determine appropriate charge back rates and room rental charges for one department’s use of space that is carried in the other department’s budget (finalize lease agreements).					•			•	
c) Through advanced pre-planning, identify opportunities where joint service delivery models are appropriate and advisable – i.e. common customer service desk at branch library located in future community centres.		•			•			•	



Action Plan – Partnerships	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlp. & Relationships	Volunteerism
E5. Through discussions with Halton District School Board and Halton Catholic District School Board officials:	High								
a) Organize a joint planning meeting involving the Town and both Boards to discuss appropriate methods to pre-plan potential capital partnership relationships so that a potential partnership can become a reality when Ministry funding approval is received.					•			•	
b) With Board representatives, establish a methodology to maximize the effective use of the information contained in the Boards’ Long-term Accommodation Plans and the Town’s 10 Year Capital Plan.								•	
c) With Board representatives and utilizing the Community Schools Consultation Committee as a communication vehicle, establish a protocol to maximize the effective exchange of capital planning information between the Town and the Boards.					•			•	•
d) In consultation with both Boards, explore service delivery relationships (non-capital partnerships) such as extending the HCDSB’s pre and post school Y.M.C.A. program to include appropriate Town locations.					•	•		•	
e) Establish an appropriate mechanism to allow Town Councillors and Board Trustees to engage in semi-formal discussions about potential joint venture projects.		•						•	

## 4.0 RECREATION FACILITY ACTION PLANS

- 4.1 – Indoor Recreation Facility Development Strategy
- 4.2 – Outdoor Recreation Facility Development Strategy
- 4.3 – Summary of Recreation Facility Action Plans





## 4.1 Indoor Recreation Facility Development Strategy

The Town of Milton operates two multi-use community recreation centres (Milton Leisure Centre and Milton Sports Centre) and one multi-use cultural centre (Milton Centre for the Arts). The Mattamy National Cycling Centre, which opened in early 2015, contains a number of recreational facilities that were available for some community use in advance of the 2015 Pan Am Games and then broadly open to the public once the Games have concluded. There are also singular-focused facilities such as the Milton Indoor Turf Centre, the Milton Seniors Activity Centre, John Tonelli and Milton Memorial Arenas, and a few community halls that are operated by the Town.

Through the indoor facility assessments contained in Appendix F, a need is established for a number of new facility components over the next five years. The most pressing and capital intensive needs are for ice pads and an indoor aquatic centre. To meet these needs, a new community centre is required during the C.S.M.P. Update period and is recommended to be located at the Sherwood District Park (of note, a community centre was previously envisioned at the Milton Heights Community Park, however, its three hectare site is not large enough to accommodate the desired range of facilities). The Town should support the new arena and aquatic complex with other useable spaces as has been Milton's successful practice of co-locating synergistic facility components that create multi-faceted community hubs. Proposed to be operational in 2018, the Sherwood Community Centre should contain the following:

- Twin pad arena;
- 25 metre indoor pool with separate leisure tank;
- Active living / Activity Studio;
- Multi-Purpose Activity Space;
- A satellite facility for Milton Seniors Activity Centre; and
- Milton Public Library branch (as recommended in the Milton Public Library Master Plan).

An additional multi-use community centre is anticipated to be required in the Boyne community *shortly after the C.S.M.P. Update planning period (i.e. beyond 2018)*. In order to be proactive in advance of the Boyne's growth-related needs, an area which will create capacity pressures very quickly once the community starts developing, the Town should begin pre-planning this facility as soon as possible. Early discussions should aim to identify and secure a site for the facility as well as initiating preliminary conversations with potential partners such as the Milton Public Library, educational institutions and non-profit agencies, and others that may contribute to a community hub model.

At this point in time **and subject to confirmation through a subsequent update to the C.S.M.P.**, it is envisioned that the Boyne District Park West would be an ideal location for a twin pad arena, indoor aquatics centre, gymnasium, an active living studio and community activity spaces (similar in scale to the facility being proposed for Sherwood). District Park West is preferred since it is the larger of Boyne's two District Park parcels, scheduled for the first development phase that would create the critical mass and infrastructure servicing requirements necessary to support the future community centre. The Boyne District Park West should also consider provision of sports fields, hard surface courts, playgrounds,



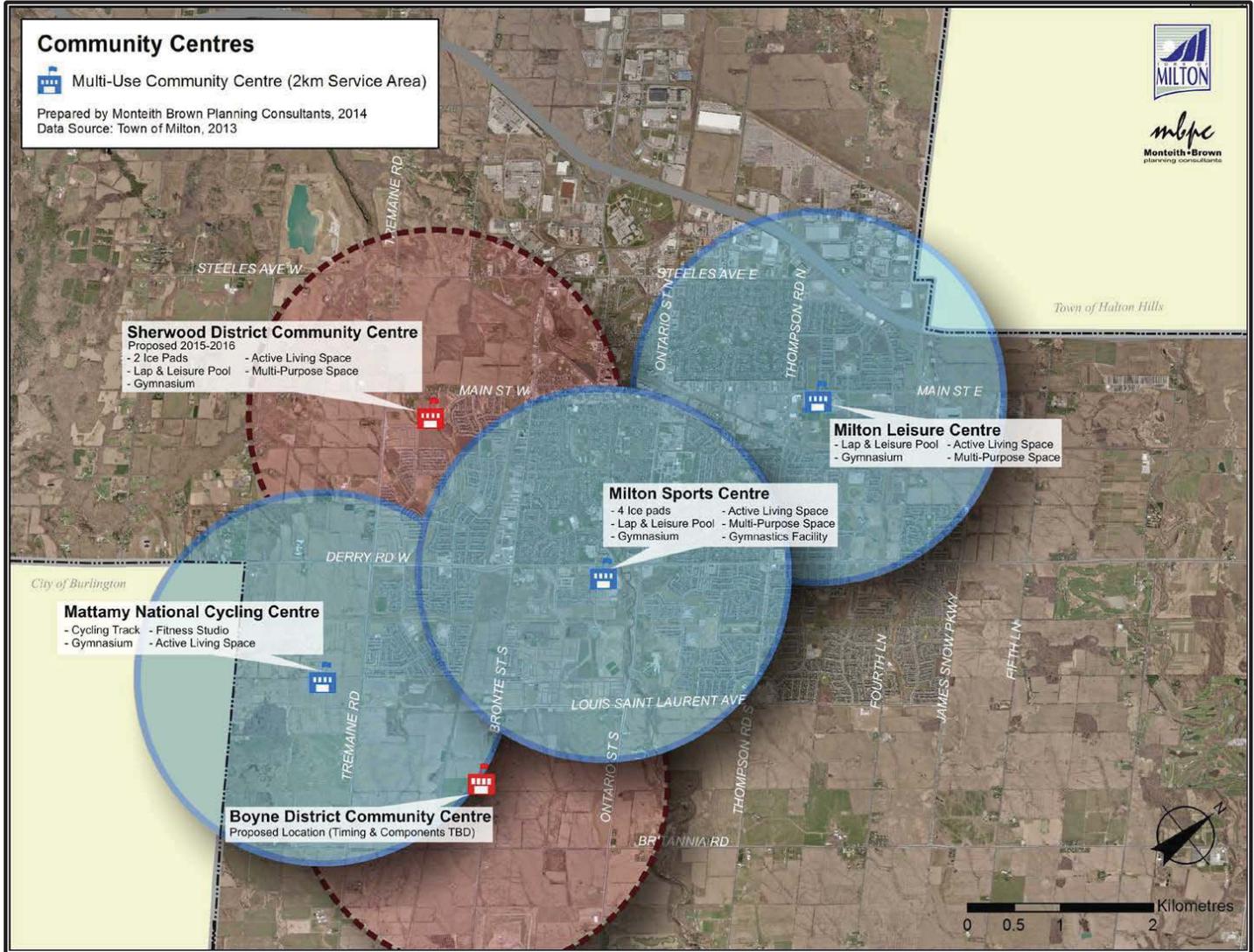
skateboard/BMX park, and a major spray pad. Opportunities to develop institutional lands (e.g. a secondary school) immediately adjacent to the District Park parcel should be explored to potentially co-locate indoor and/or outdoor facilities with a non-municipal partner.

## 4.2 Outdoor Recreation Facility Development Strategy

A number of assessments are undertaken for outdoor recreation facilities as contained in Appendix F that examines sports fields, hard surface courts, spray pads, skateboarding and bike parks, and playgrounds. The greatest pressure facing the Town is finding lands sufficient to accommodate sports fields required to service growth-related needs. Within the Town's recent secondary plans, open space lands that are not developable as active parkland have been included as part of the level of service identified in the Official Plan (4 hectares per 1,000 population). To meet sports field needs over the C.S.M.P. Update period and beyond, the Town should investigate options such as:

- Exploring provision of additional artificial turf fields, preferably in partnership with the local school boards using an approach similar to the successful shared-use model recently employed at the Jean Vanier Catholic Secondary School / Milton Indoor Turf Centre;
- Similarly, working with school boards to increase access to their existing (and planned) natural turf fields and coordinating maintenance efforts to ensure groups have a safe and sufficient level of quality for play;
- Lighting, irrigating and devoting additional resources to turf management at existing soccer and ball fields (as appropriate) to enhance their capacity, as measured by the number of playable hours, for additional usage throughout the season;
- Developing a sports field complex containing soccer fields, ball diamonds, and/or cricket pitch at the Escarpment View Lands, however, reliance upon these lands is cautioned as Niagara Escarpment Plan policies may preclude such uses unless enabling policies are amended to allow active recreational use (particularly for lit fields) thus a contingency plan will be required;
- Establishing a sports field complex at the Derry Green Community Park; and/or
- Integrating a minimum of one sports field in each Neighbourhood Park planned within the Boyne Secondary Plan area along with a minimum of four lit sports fields within each of Boyne's District Parks.

In terms of less structured and drop-in activities, a number of facilities are recommended to enhance the recreational experiences offered in Milton's parks. For example, a need is identified for hard surface courts, playgrounds, and minor spray pads that should be provided in a manner that achieves equitable geographic distribution across Milton so that neighbourhoods have reasonable access to these activities.





### 4.3 Summary of Recreation Facility Action Plans

The following table summarizes each facility-related Action Plan contained in the C.S.M.P. Update, the majority of which can be found in Appendix F, while also identifying which Guiding Principle(s) each Action Plan is intended to achieve.

Action Plan – Recreation Facilities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
<p>F1. Proceed with the development of a ‘Sherwood Community Centre’ at the Sherwood District Park, targeting opening in the year 2018. Subject to confirmation through the Sherwood Community Centre’s feasibility study and business plan, this facility should contain a twin pad arena, indoor aquatics centre, active living studio, older adult activity space, and multi-purpose activity areas as discussed throughout the C.S.M.P. Update.</p>	High	•	•	•		•		•	
<p>F2. Design future community centres in a manner that permits future facility expansions and conversions that respond to future trends, conforms to the Accessibility for Ontarians with Disabilities Act, integrates principles of CPTED (Crime Prevention Through Environmental Design), considers green building designs integrating energy and water conservation measures, and seeks creative partnership opportunities in their construction and/or operation. New multi-use community centres should be located within reasonable proximity to major transportation spines including arterial roads, transit routes, and active transportation infrastructure.</p>	Medium		•	•	•				



Action Plan – Recreation Facilities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
F3. In anticipation of the need for a Boyne Community Centre to address the growth-related needs of that area beyond the C.S.M.P. Update timeframe (i.e. post 2018), the Town should proactively commence a number of pre-planning considerations including: identifying and securing a potential site for the facility; and initiating preliminary discussions with potential partners including but not limited to the Milton Public Library, secondary and post-secondary institutions, and/or non-profit agencies.	Medium	•	•	•		•		•	
F4. Construct a twin-pad arena as part of the proposed Sherwood Community Centre, subject to confirmation through the feasibility study and business plan that re-evaluates prime and shoulder time utilization rates. Future ice pads should be NHL regulation size (200' x 85') and be supported with a minimum of six change rooms per pad, referee rooms, first aid room, concession area, spectator viewing/seating areas, and washrooms.	High	•	•						
F5. Monitor arena utilization, subsequent to the construction of the proposed twin-pad arena at the Sherwood Community Centre, to inform the need for additional arenas including those that may be required to serve the Boyne Secondary Plan Area.	Medium				•				
F6. Only consider outdoor artificial rinks in conjunction with other civic planning, urban design and/or economic development analyses given the sizeable costs to construct and operate refrigerated rinks.	Lower				•				



Action Plan – Recreation Facilities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
F7. Construct an indoor aquatics centre as part of the proposed Sherwood Community Centre, subject to confirmation through the feasibility study and business plan. The aquatic facility should be designed to accommodate all ages and abilities and contain a 25 metre rectangular tank, a separate therapeutic/leisure tank with teaching areas, and also consider the provision of fun waterplay components, and pool viewing/seating areas.	High	•	•	•				•	
F8. Upon construction of the proposed indoor aquatic centre at the Sherwood Community Centre, monitor utilization of all aquatic facilities to better position the Town to determine the need for an aquatic facility in the Boyne Secondary Plan Area.	Medium				•				
F9. Provide a major spray pad at Boyne District Park West. Additional minor spray pads could be considered at Boyne District Park East and the neighbourhood parks within the Boyne Secondary Plan area.	Medium	•	•	•	•	•			
F10. Construct a large multi-purpose activity space with capacity for at least 100 persons, capable of flexibly offering a range of recreational activities and supported with a kitchen, as part of the proposed Sherwood Community Centre (also see Recommendation F15).	High	•	•	•				•	
F11. Monitor the programming capacity and utilization rate of the gymnasiums at the Mattamy National Cycling Centre and local schools in order to determine the need for an additional gymnasium(s) in the Boyne and/or Sherwood Secondary Plan Areas.	Medium				•				



Action Plan – Recreation Facilities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
F12. An active living studio should be integrated into the design of the proposed Sherwood Community Centre, subject to confirmation through the feasibility study and business plan, through which municipal active living and other floor-based fitness activities can be delivered.	High	•		•					
F13. Explore the development of athlete-centred running programs at the M.N.C.C. indoor track and encourage a greater degree of casual usage at the Milton Sports Centre track.	Medium	•	•	•	•				
F14. Consider divestment of the property associated with the Boyne Community Hall as development proceeds in this area. Park opportunities for this area to be provided as per the Boyne Tertiary plan.	Medium				•				
F15. Integrate a minimum of three multi-use activity spaces, one of which is sufficiently large enough to be divisible in two (see Recommendation F10), within the proposed Sherwood Community Centre (subject to confirmation through the feasibility study and business plan), each flexibly designed to accommodate a range of program and rental opportunities for community, recreation, cultural and library uses. Additional spaces may be considered through new facility developments (whether part of, or outside of the purview of the Community Services Department), including as part of a future Boyne Community Centre.	High	•	•	•		•		•	
F16. Establish an Older Adult Activity Area within the Sherwood Community Centre, subject to confirmation through the feasibility study and business plan, potentially containing lounge, activity room and/or small kitchen along with access to shared spaces within the community centre.	High	•	•	•				•	



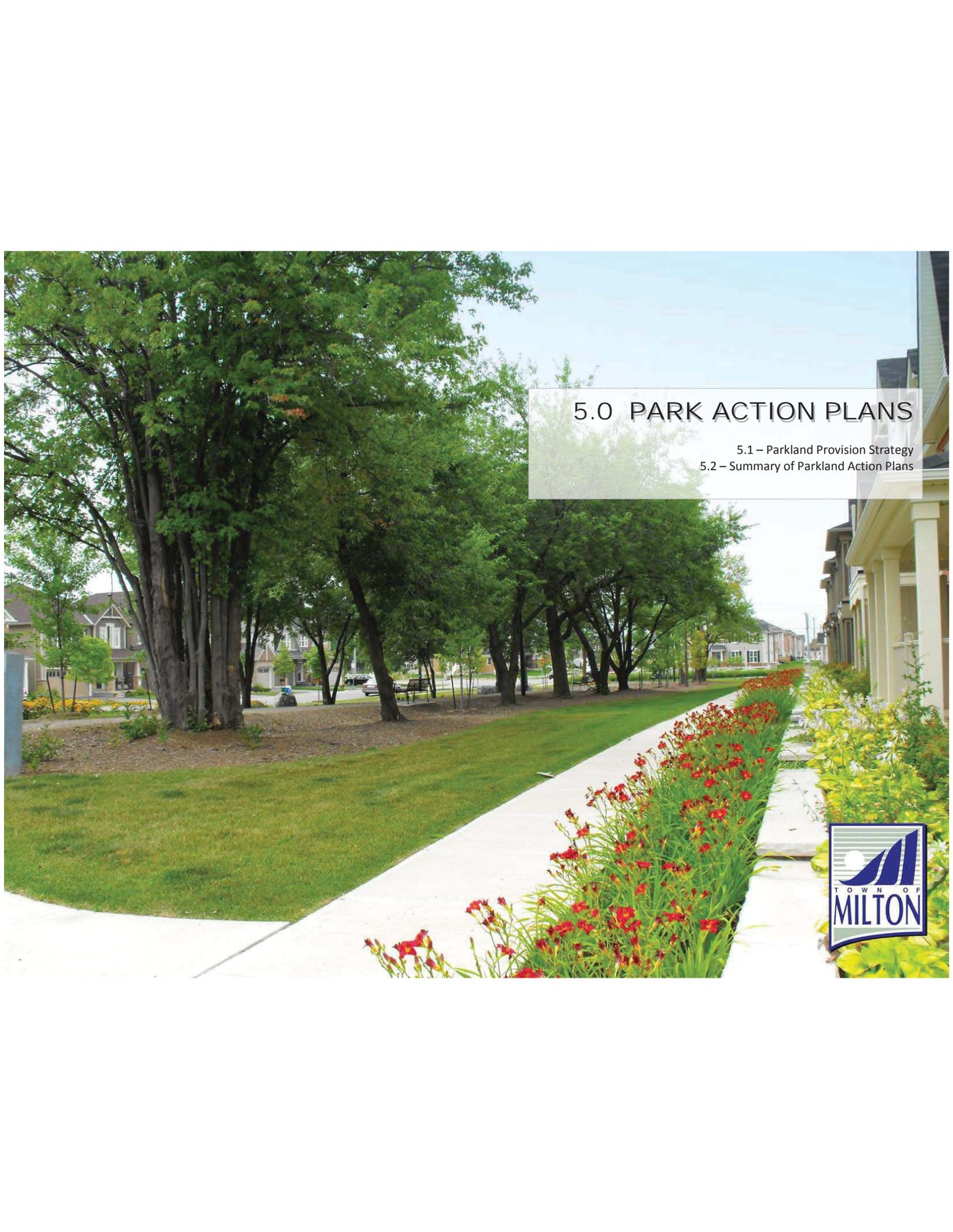
Action Plan – Recreation Facilities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
F17. Explore expansion and/or relocation potential of the existing Milton Seniors Activity Centre in conjunction with the Region of Halton towards the end of the C.S.M.P. Update period.	High	•	•	•	•			•	
F18. Undertake a Youth Strategy that comprehensively assesses collaborative approaches to facility and service delivery specific to the needs of residents falling between the ages of 13 and 17 years.	High	•		•	•				
F19. Undertake a business plan quantifying the need for municipal investment in a second indoor turf facility, considering regional supply and demand attributable to area municipalities (notably Mississauga and Oakville) as well as the private sector. Through this exercise, partnership discussions should also be initiated with school boards, other educational institutions, local sports organizations and/or the private sector to determine co-location and resource sharing potential associated with a new indoor turf facility, including the feasibility of installing an air-supported structure over an existing outdoor artificial turf field.	High								
F20. Revise the soccer field provision standard to one field per 90 registered participants.	Medium	•		•	•			•	
F21. Provide the unlit equivalent capacity of 3.5 soccer fields over the master planning period, with careful monitoring to discern improvements in soccer field utilization and bookings and requirements associated with the Ontario Soccer Association’s player development model. Field provision should be targeted through intensification of existing sports fields, integration of fields in new Neighbourhood and District Parks, partnerships to intensify school fields, and creation of sports field complexes where possible.	High	•							



Action Plan – Recreation Facilities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
F22. Continue discussions with the Niagara Escarpment Commission to develop policies permitting lit sports fields for soccer, ball, etc. within the Escarpment View Lands.	High	•		•	•			•	
F23. Explore the provision of a multi-diamond complex in order to facilitate tournament, skill development and/or sport tourism opportunities. In doing so, the Town may explore the construction of diamonds in the short-term provided that it removes/repurposes an equivalent number of underutilized or low quality diamonds from an existing park(s). Possible locations for a multi-diamond complex include a future District Park within the Boyne Secondary Plan area, at the Derry Green Community Park, or the Escarpment View Lands.	Medium	•		•	•				
F24. Provide 1 major hardball cricket pitch after engaging the local cricket-playing community to discuss field location and design.	High	•	•					•	
F25. Construct 5 new tennis courts to be located in a manner that considers existing geographic distribution and areas of need, such as east of Regional Road 25 and the Boyne Secondary Plan area.	Medium	•	•						
F26. Each major residential planning district (e.g. Old Milton, Bristol, Sherwood and Boyne) should have access to a minimum of one full basketball and/or multi-use court to be located within a District or Community Park. Furthermore, each residential neighbourhood should have access to a minimum of one half basketball and/or multi-use court to be located in Neighbourhood Parks.	Low	•	•	•	•	•			



Action Plan – Recreation Facilities	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpmt. & Relationships	Volunteerism
F27. Proceed with the construction of a major skateboard park at Milton Community Park (possibly with lights), supplemented by an additional three minor skateboard parks at Sherwood District Park and the Boyne District Parks. All of these facilities should be designed in consultation with the local skateboarding, BMX and inline skating community.	High	•	•	•					
F28. Attempt to provide residential neighbourhoods in developing areas of Sherwood and Boyne with playground access within 800 metres, unobstructed by major pedestrian barriers. At least one fully accessible (barrier-free) playground should be installed at a District Park within the Sherwood and/or Boyne community.	Medium	•	•	•		•			
F29. Continue to explore joint-funding models with the Halton District School Board and the Halton Catholic District School Board to collaboratively construct and maintain playground equipment where park and school properties abut each other.	High		•		•			•	
F30. Undertake a comprehensive feasibility study and business plan prior to rationalizing municipal entry into squash courts and associated programming. Through this, the Town should determine capital and operating cost implications of a squash section forming part of an existing or future fitness centre.	High	•							
F31. Continue to monitor the impact of outdoor fitness equipment in municipal parks (including risk management) and consider future opportunities.	Medium	•	•	•	•				
F32. Construct a minimum of two sand volleyball courts, possibly with lights, at Milton Community Park or alternatively a future park in Sherwood <b>and/or Boyne.</b>	High	•							



## 5.0 PARK ACTION PLANS

- 5.1 – Parkland Provision Strategy
- 5.2 – Summary of Parkland Action Plans





## 5.1 Parkland Provision Strategy

Parks are dynamic places. They are hubs of activity, creating focal points for the community that allow people to interact with each other and their environment, to access opportunities for physical activity, and to simply get fresh air. Parks create a sense of place, creating identifiable points of reference that are specific to a neighbourhood, community or the Town as a whole. The Town of Milton provides a robust system of parks and open spaces offering over 450 hectares of parkland suitable for various forms of recreational use. These parklands encourage physical and social activity, wellness, and informal use opportunities, all of which are paramount considerations in the design of local parks in order to encourage use and facilitate activity levels.

The C.S.M.P. Update recommends a number of amendments to the Parkland Standards contained in Section 2.5.3.5 of the Town of Milton Official Plan including:

- Emphasizing that 'active' or 'core' park parcels, being unencumbered tablelands acceptable for a broad range of recreation and cultural pursuits, be acquired for Community, District and Neighbourhood Park typologies along with Village Squares.
- Establishing two new park typologies, being Linear Park and Passive Open Space, whose primary intent are to facilitate connectivity between built and natural areas with a more limited recreational focus (e.g. conservation, active transportation, etc.).
- Creating a focus on 'active' parkland by identifying a parkland level of service to target a rate of 2.5 hectares of active parkland per 1,000 population. At present, the Town focuses on total parkland with a standard of 4.0 hectares of total parkland per 1,000, which recognizes the Town's efforts in securing naturalized park spaces that benefit 'greening' efforts. The C.S.M.P. Update provides a greater focus upon



meeting the active recreation and cultural needs of tens of thousands of new residents who will be seeking a broad range of leisure activities.

- The above being said, the Town should continue its practice of strategically enhancing its overall supply of parkland with naturalized areas to ensure that its greening practices are realized in tandem with fulfilling its natural heritage protection and preservation objectives through Milton's Greenlands Areas.

To achieve a rate of 2.5 hectares of active parkland per 1,000 population by the year 2018, the Town needs to provide 348.25 hectares of core parkland (i.e. Community, District, Neighbourhood and Village Square typologies). The Town has about 250.5 hectares at present (plus another 203 hectares are in Linear Parks or Passive Open Spaces). This necessitates an additional 98.25 hectares of core parkland, over and above the current supply, to meet the needs of over 43,000 new residents expected over the next five year timeframe.

Fortunately, much of the required quantum (up to 79 hectares) can potentially be addressed through parkland already received through conveyances associated with proposed developments in the Sherwood, Boyne and Derry Green Secondary Plan areas. From a physical space perspective, adding the 79 hectares of planned parkland will result in a five year service level of 2.4 hectares per 1,000 or about 16 hectares below what is required to attain the proposed service level standard. However, the calculation does not include 64 hectares attributable to the Escarpment View Lands that can also be used to meet needs within and beyond the five year C.S.M.P. Update period, provided that Escarpment View Lands can be developed for active recreational uses in accordance with Niagara Escarpment Plan policies. If the Escarpment View Lands cannot be developed as planned for (e.g. as a sports field complex), alternative arrangements must be made as the Town's ability to meeting sports field needs currently hinges upon the Escarpment View Lands being available. This may include municipal purchase of land, financial negotiations, intensification of existing parkland, etc.

## 5.2 Summary of Parkland Action Plans

The following table summarizes each park-related Action Plan pertaining to contained in the C.S.M.P. Update, as found in Appendix F, while identifying which Guiding Principle(s) each Action Plan is intended to achieve.



Action Plan – Parkland	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
G1. Through the review and approval of development applications, it is recommended that greater emphasis be placed on acquisition of ‘active’ or ‘core’ parkland consisting of unencumbered tablelands that are able to accommodate a more diverse range of outdoor recreational and/or cultural activities.	High	•	•	•		•		•	
G2. It is recommended that the next Official Plan review program include an examination of the continued relevance of the Town’s established parkland policy framework, particularly in light of the anticipated legislative changes arising from Bill 73. Consideration should be given to the incorporation of a broader and more flexible policy framework, and allowing implementation details with respect to typologies, facilities and programming to be addressed through the Community Services Master Plan.	Medium	•			•				
G3. Through future Secondary Planning exercises, it is recommended that consideration be given to maximizing opportunities for co-location and partnerships with respect to the provision of parks and recreational facilities through the arrangement of land uses.	Medium								
G4. Annually monitor the development of the future parks and the outdoor facilities contained within them over the master planning period.	Medium				•				
G5. Ensure that sufficient lands (i.e. a minimum of 8 hectares) are acquired for the Derry Green Community Park.	High				•				



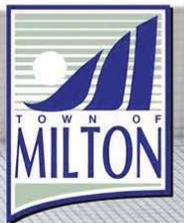
Action Plan – Parkland	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
G6. Future park developments should consider the growing demands for unstructured recreation and cultural spaces to provide flexible opportunities for picnicking, relaxation and nature appreciation, social gatherings, family activities, etc. and be supported by the appropriate park servicing infrastructure (e.g. electrical outlets, shelters, washrooms, etc.) required to facilitate such activities.	Medium	•			•				
G7. Investigate park and recreation needs with future intensification projects focusing provision of active recreation needs on Town property, and passive spaces for public enjoyment available within private lands, such as entrance plazas and rest nodes. Opportunities to address these needs should also consider any tools available.	High	•	•	•	•	•			
G8. Proactively monitor opportunities to purchase or acquire parkland within established and developing areas of intensification, particularly along or near major road and transit corridors, within designated “Gateways” and “Nodes”, and possibly co-located with schools and other institutional or mixed uses to share common infrastructure such as parking.	High	•		•	•				
G9. Maximize the amount of useable parkland available for recreational and cultural use, particularly within higher density and intensifying areas, by reviewing requirements for accessory facilities. At a minimum, this should involve a review of the Town of Milton Zoning By-law parking requirement for parks greater than two hectares in size.	High	•			•				
G10. Continue to pursue partnerships and work collaboratively with school boards and other institutions during parks planning and development processes through coordinated site plan layouts, joint funding reviews, co-build possibilities, and other appropriate opportunities.	High	•			•				



Action Plan – Parkland	Priority	Benefits Driven	Equitable Access	All Ages & Stages	Quality Experiences & Cost Effective Services	Connected Neighbourhoods	Environmental Stewardship	Community Dvlpt. & Relationships	Volunteerism
G11. Investigate opportunities to facilitate active and passive parks and recreation use upon non-municipal lands such as institutional lands, including the eligibility to finance facilities oriented to such uses through Development Charges or other appropriate funding mechanisms.	High	•			•				
G12. Continue to investigate ways in which to improve marketing and input opportunities specific to Milton’s parks and natural heritage areas through awareness initiatives, program and event delivery, and inter-departmental/inter-agency coordination.	Low	•	•		•				

## APPENDICES

- A: Summary of Consultations
- B: Recreation Service Delivery Assessment
- C: Cultural Services Assessment
- D: Fitness Assessment
- E: Partnership Assessments
- F: Recreation Facility Assessments
- G: Park Assessments





## A. Summary of Consultations

This Appendix summarizes the community engagement programme utilized for the Community Services Master Plan Update process. Consultations were conducted throughout the preparation of the Master Plan Update to ensure that community input was provided during the foundational development stage as well as prior to finalizing the document. Town Staff were active in raising awareness for the various opportunities to participate. Guided by a Community Engagement Strategy, residents and organizations were targeted through a variety of means including advertising in newspapers, the transit system, and signage placed around the Town. The Community Services Department (and Milton Public Library) hosted dedicated web pages providing key information and opportunities to provide general input through email, mail and phone. Email distribution lists maintained by the Town and Library were also used to communicate certain events to users.

*The information documented in this Appendix represents the opinions of those providing input into the Master Plan's development. No attempt has been made by Town Staff and its Consultants to correct or alter stated facts and opinions expressed by participants. Input provided through consultations has been considered through the facility and service assessments and supplemented with additional research and analysis to comprehensively measure community needs.*

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## Community Input Event

A Community Input Event was held near the onset of the project to gather information from a broad range of residents and stakeholders. The Event was advertised through Town and Milton Public Library facilities and websites, email invitations sent to individuals as well as through advertisements in the local newspaper, transit system and street signs. In total, 54 people attended the Input Event which was held on October 22, 2013 at the Milton Sports Centre.

### What Participants Value Most about Milton's Recreation, Culture, Library and Parks services

- Milton Centre for the Arts
- A level of service that can keep up with Milton's population growth
- High quality recreation facilities
- Milton's Libraries
- Customer Service provided by Town & Library Staff
- Milton Seniors Centre
- Milton's parks and trails system
- Trail connectivity
- Affordability and accessibility of community services
- Quality of sports facilities

### Parks & Open Space

- Suggestions for improving Milton's existing parks system included updating the Milton Fairgrounds, providing new seating and tennis courts at Rotary Park with a connection to Mill Pond, additional garbage receptacles, revitalizing parks and open spaces in older neighbourhoods, improving animal control (such as off-leash dogs), and improving landscaping and weed control.
- With respect to trails and pathways, the most common theme that was raised was the need to improving connectivity throughout Milton. Specific reference was made to closing the gaps in fragmented areas, as well as providing dedicated cycling lanes to separate cyclers from vehicular traffic. Residents also identified the need for more off-road hiking trails, naturalized walking paths, lit pathways, safe trail crossings, and connections to other trails, parks and facilities such as the future Mattamy National Cycling Centre.

### Recreation

- A dedicated youth centre was identified by participants to provide a safe space for youth to gather. A number of recreational and leisure opportunities were suggested that can be held at this location including sports, mentorship, homework groups, and programming such as jobs training, cooking, arts and culture.
- Several recreation facilities or improvements to existing facilities were suggested by attendees. Some of the most popular suggestions included, but are not limited to, squash/racquet courts, indoor tennis courts (seasonal or permanent), an outdoor pool, indoor speed skating track, and non-traditional or emerging sports facilities such as pickleball courts and cricket pitches.
- Suggestions for improving existing facilities were also made, including the need for a new active living centre for older adults, a kitchen at the Milton Centre for the Arts, improved lighting at the Milton Leisure Centre, and expanding the Town's older multi-use facilities to accommodate new and improved facility components, and general updating of older facilities to include modern amenities.
- Ideas for improving programming opportunities were made, particularly with expanding programs for older adults and seniors. Participants identified that the Town should ensure that older adult and seniors programming are affordable and accessible, as some may require transportation assistance. Improved access to aquatic



### Recreation

programming was also identified, with a need to provide more evening and weekend lessons. Female only swim periods were also suggested. Other ideas for improving programming included sports and social clubs for youth and teens, educational courses, martial arts, and archery.

- Affordability and marketing were also identified as potential areas for improvement. Residents felt that rates should be lower for target groups such as newcomers and lower income groups, and free facility space should be provided for some community groups. Some suggestions were offered to improve marketing including a user-friendly online registration system, a centralized location or website for community information, and offering multiple languages for all community materials.

### Arts & Culture

- Residents felt that the Town can improve marketing of arts and cultural programs and offered a number of suggestions including better utilization of the Town's website (including a monthly online calendar), more emphasis of arts and culture in the Community Services Guide, offering materials in various languages, and utilizing displays in Town facilities to promote arts and cultural opportunities.
- Ensuring that arts and cultural opportunities were affordable was a key theme raised by residents, particularly regarding the cost of rental space for community groups as it was noted that some groups may have limited funds. Residents also felt that the cost of rental space should vary across Town facilities to provide some groups with more affordable rental options.
- Residents suggested that a mentorship program with successful artists should be considered to assist emerging artists in being successful in their craft. This program may also serve as an opportunity to attract successful artists to Milton.
- Responding to Milton's growing diversity, residents felt that cultural events should be held throughout the year to celebrate the Town's cultural mosaic. Ideas included festivals, parades, "taste of" events, and New Year celebrations for different cultures.
- A wider variety of arts and cultural programs were suggested by residents to enhance existing programming opportunities, with some programs geared towards specific age groups such as teens. Some programs that were suggested included language classes, singing and dance, history, acting, and arts. More flexibility in when these programs are provided was also identified, primarily in the evenings. To assist with promoting arts and cultural programs, residents felt that free or reduced-rate trial classes can be held to attract new participants

## Community Interests Focus Group

A focus group with organizations representing a broad range of community interests was held on October 29, 2013 at Town Hall. A total of 13 people were in attendance, speaking on behalf of the following organizations:

- Canada Day Committee
- Community Development Halton / Volunteer Halton
- Destination Campbellville Community Association
- Lions Club of Milton
- Milton Chamber of Commerce
- Milton Santa Claus Parade
- Milton Seniors Activity Centre
- Optimist Club of Milton
- Our Kids Network
- United Way Milton



Key themes emerging from the discussions centred upon the following topics.

#### **Strengths of the Community**

- Milton has retained its 'small town' feel despite the rapid population growth, with programs and facilities keeping pace with the number of new residents and providing a great alternative to living in the 'big city'. It is a friendly place to raise children, possessing a strong sense of community involvement and volunteerism.
- Residents in Milton have access to a broad range of facilities and services provided by the Town and the community, resulting in something to do for nearly everybody.

#### **Improving Awareness, Inclusivity & Accessibility**

- Need to broaden awareness of organizations, programs, events to create opportunities for new residents to integrate with the established community. Groups felt that there are insufficient opportunities in Milton to advertise the events and programs that are going on – there is no single source for information – and that getting information out to residents is their biggest challenge.
- Ideas included increasing the frequency of the "Talk of the Town" newsletter to provide residents with update on events, social services, progress on infrastructure construction, etc. and communicating with persons from diverse cultural backgrounds (e.g., information in multiple languages), and creating a "Council" for like-minded services and organizations in Milton to promote and advocate services.
- The ability of households to afford things beyond housing and other basic needs is becoming more challenging, thus participation in community activities is difficult for lower income or newcomer households.
- Milton is a "Youth-Friendly Community" and responds to provincial accessibility legislation, but must continue to build on such principles and expand to other areas such as being supportive of the L.G.B.T.Q. community in facility and service provision (may include a review of policies and procedures).
- Finding ways to bring 'services to the people' rather than 'people to the services'.
- Groups noted that it can be difficult to access community rooms and meeting spaces in community centres and libraries, both from an availability and affordability perspective.

#### **Creating Community Service Destinations**

- It was recognized that the Town of Milton does not have a direct role to play in delivering social services. Discussions centred on collaborations between the Town, Region of Halton, and community-based social service providers. The Town's role was viewed as a provider of space through its community centres or libraries to create 'one stop' centralized information and services hubs.
- Further to the above, participants viewed the potential of the Milton Public Library to be information and gathering centres where groups, organizations and residents can access shared services. Discussions evolved whereby it was widely recognized that libraries are not simply places for books, but rather places for people, and it was thought branches could potentially serve as 'incubation' hubs that stimulate community development and social enterprise. There was recognition that library and community services share mutual areas of interest and potential.



- By having visible and prominently placed information hubs in the community, new residents would easily be able to find resources directing them to organizations and Town Departments that provide them the support they need, or help to integrate them into the community based on their interests.
- Youth-focused participants identified that youth centres attached to other facilities (e.g., Sports Complex) are far more successful than stand-alone or isolated facilities. These appeal to youth that are involved in sports as well as those who have other interests (e.g. arts and cultural, or simply hanging out) while the spaces could potentially leverage the expertise of partners dealing with youth-specific challenges such as mental health or homelessness through seminars, clinics, etc.

## Recreation & Sport Roundtable

Held on October 29, 2013 at Town Hall, the Recreation & Sport Roundtable was attended by 17 people representing the following organizations:

- Baseball Milton
- Leash-Free Milton
- Milton Badminton Club
- Milton BMX Club
- Milton Girls Softball Association
- Milton Lacrosse Association
- Milton Masters Aquatic Club
- Milton Marlins Swim Team
- Milton Mighty Tritons Aquatic Club
- Milton Senior Baseball Club
- Milton Stags Basketball Club
- Milton Soccer Academy
- Milton Speed Skating Club
- Milton Springers Gymnastics Club
- Milton Tennis Club
- Milton Youth Soccer Club
- Tornado Triathlon Club

The discussion centred upon a number of topic areas ranging from the facility booking/rental process, how groups are promoting inclusivity (from perspectives of culture, income, ability, etc.), volunteerism, and the quality and distribution of facilities. The following key themes emerged from the discussions.

### **Making the Booking Process More User-Friendly & Convenient**

- Groups, especially sports field users, would like a more user-friendly platform for the facility booking system. They noted that they expend considerable effort in reconciling permit data and statistics for their remaining usage or account balances, stating that organizing reports by permit date or location would save a great deal of time.
- The process for booking system is not well understood and some groups would appreciate receiving training on how to use the system. This is particularly important given that there are many newcomers who need to come up to speed and would benefit from training by Town staff.
- Provide booking request forms electronically rather than having groups fill out the forms by hand, given the large number of registrants among some.

### **Making Services More Inclusive**

- Communicating with the community in multiple languages, if not already done so, should be considered.
- Affordability is becoming an increasingly common barrier to participation. Consider augmenting funding received through the Jumpstart assistance program and internal financial assistance practices of local groups with municipal subsidies so that groups can expand upon the number of individuals receiving financial assistance to participate in their programs.



- Need to recognize that accessibility for persons with disabilities will become a major focus for groups and the Town in terms of providing facilities and services. One group noted that they had to turn away future Paralympic athletes because the needed facilities did not exist locally.
- Groups reported that persons with disabilities may require coaches and volunteers who have specialized expertise for their needs, and since those resources do not always exist locally there is a financial cost to hiring them. Additionally, programs run for persons with disabilities can require that less participants per hour can use a facility which is another challenge in ensuring affordability when facility rental rates are universal.
- Discussions focused on how different groups have varying standards for evaluating eligibility for financial assistance. If the Town could develop a universal process for determining eligibility and even help with the evaluation process, groups could operate more effectively with their resources. An added benefit would be that the Town would have a database of individuals receiving financial assistance and ensure that the maximum number of households benefit from a limited pool of financial resources (i.e. avoiding instances where some households receive multiple subsidies while others receive none), something that groups could not manage since they could not share internal databases for reasons of privacy.

#### **Facilities**

- Groups reported that they were pleased with the overall quality of Milton's recreation and sport facilities. Certain groups stated that they could live without having additional facilities provided that existing facilities were improved or enhanced.
- With some facility spaces having limited availability, certain groups have to turn away new members due to capacity issues, and highlighting the need for new facilities as the population continues to rapidly grow.
- Groups stated a desire to have greater involvement in the facility planning and design process so that functionality and programming ability does not get lost for the sake of architectural aesthetics, and they can also provide input on contractors undertaking facility maintenance.
- Increased garbage collection and recycling at facilities was suggested, though other groups mentioned that removal of disposal bins has encouraged members to take waste home with them.

#### **Volunteers**

- Some groups are facing greater volunteer challenges than others, particularly those who are very large or offer services requiring 'skilled' volunteers. Groups are addressing these challenges in a variety of ways ranging from mandatory volunteerism, providing reduced membership rates in exchange for volunteering, or having older participants coach younger ones.
- Groups are looking to high school students to fill volunteer spots, however, it can be difficult to communicate their needs through the School Boards.
- Other issues such as cost of police background checks (and a lack of consistency between Halton and Peel Police forms), need for greater volunteer training, offering seminars on how to operate a group more effectively, etc. were raised.

#### **Other Comments**

- Discussions that greater co-ordination between groups themselves is needed. For example, having summer sports working with their winter sport counterparts to develop programs encouraging year-round physical activity (e.g. swimming during the winter could result in sports field users maintaining their endurance in the offseason, and vice-versa).



- “Big city” expectations comes along with Milton’s population growth and new residents are looking for bigger, better, and more sophisticated facilities and services, not to mention more of them.
- Finding ways to raise the profile of local sports and recreation, including recognition of athletic achievements.

## Youth Summit

Local youth were invited to provide input into the C.S.M.P. Update through a Youth Summit, held at the Milton Sports Centre on October 30, 2013. A total of 28 youth representing a range of ages and interests participated in the event. A summary of themes emerging from discussions is described below.

### The Ideal Youth Space

- It was clear that the youth most desired a flexible, multi-purpose casual space such as a lounge where they could do a number of casual activities such as watching TV, gather and hang out, get help, or complete volunteer hours.
- A youth space would also be a place to study, containing a space that is separate from other busy areas where youth can do homework, get help from a tutor, train, or prepare for tests and exams.
- An entertainment space was also put forward with a range of audio and visual equipment for youth to get creative or relax. Ideas that would be included in this space include a TV, wireless internet, recording and music equipment, a computer lab, and video games.

### Providing Youth-Friendly Parks

- Many youth emphasized the recreation and sport aspect of parks, stating that these outdoor areas were places for fun through physical activity. They suggested that parks should have a place for them to exercise, as well as contain skateboard parks, outdoor pools and ball hockey courts that can be turned into an ice rink during the winter. There appeared to be a balance between areas for structured physical activity (e.g. sports fields) and spontaneous activities throughout all seasons.
- Youth also highlighted the fact that there are interests beyond recreation sport, suggesting it was equally important that parks are a place for youth to hang out and accordingly that youth-friendly parks should have a variety of “creature comforts.” Such comforts included incorporating seating areas, wireless internet, bathrooms, a fire pit, vending machines for snacks and drinks, outdoor speakers, and a place for outdoor concerts. Another suggestion was that parks should contain quiet areas for contemplation along with natural areas for appreciation of the environment.
- Youth stated a need that while they want to be a part of the overall park, youth-friendly park designs would create separate areas for different age groups so that youth could be comfortable without having to worry about offending children or adults. In addition to some youth requesting more playgrounds and swings, there were requests for park surfaces that incorporate surfaces other than woodchips.
- Parks are ideally located close to areas that youth use the most, including their houses and close to schools.



### **Barriers Faced by Youth**

- The high cost to participate in parks, recreation and cultural activities was the primary barrier to youth participation. The distance to parks, libraries, recreation facilities and programs was also identified as a barrier, particularly since many youth rely on the bus or their parents for transportation. Most youth identified that they have trouble getting to places that they cannot walk or bike to.
- Another common barrier among youth was feeling uncomfortable in public spaces. Many stated that the atmosphere was too uncomfortable or uninviting, there was a reluctance to use services if their friends were not involved, they were intimidated by others, or that there were too many kids.
- A lack of desired programs was raised with youth suggesting that there should be more activities and programs specifically designed for teens, as well as drop-in programs for sports.

### **Communicating Opportunities to Youth**

- Youth identified that they are unaware of what events, programs, or opportunities are available, and suggested that conducting more effective advertising may help to increase their participation.
- Utilizing different forms of technology was the most common solution for reaching out to youth. Facebook and Twitter were the most popular tools, followed by e-mail and texting youth to keep them in the loop on new events and opportunities. Developing a mobile application that allows youth to get Town information or register for programs was also suggested, in addition to using web platforms such as 'Remind 101' and the Town's website.
- Traditional marketing and promotional tools were also suggested such as using the Town's Community Services Guide. Youth felt that the Community Services Guide and other community materials should be provided to students at school. A monthly newsletter specifically talking about opportunities and events available through Community Services and the Library was also suggested. Other marketing ideas included creating display boards and advertisements around Town, as well as using the newspaper.

## Cultural Forum

Representatives from the arts and cultural community were invited to participate in a Cultural Forum, held on October 30, 2013 at the Milton Leisure Centre. A total of 12 people representing the following organizations were in attendance:

- Acappella Showcase
- Arts Milton
- Italian Canadian Club of Milton
- Milton Chinese Arts Society
- Milton Chinese Association
- Milton Historical Society
- Milton Muslim Association
- Milton Public Library (Patrons)
- Campbellville (Interested Resident)

### **Determining Community Needs through Awareness and Engagement**

- Groups stated that collecting useful and measurable data could help make pertinent decisions. Examples included determining who the target markets are, acting on information contained in past studies (e.g. the 2008 Master Plans) to see what has been implemented and what has worked in the past, or looking at program registrations and revenues from cultural offerings (e.g. those offered at the Milton Centre for the Arts).



- A need to undertake more consultation among users and non-users of arts and cultural programs. For example, conducting random surveys within parks or community centres (or commercial areas), or conducting exit surveys for facility and program users was articulated. The group emphasized the need for short surveys (e.g. three to five questions) and using technology (e.g. hosting the survey on iPads) to minimize time spent by the user and Staff through digital collection of data.
- Increasing awareness and marketing of local opportunities by communicating where residents can go to find information (e.g. at high traffic locations such as Town Hall or another main facility), utilizing traditional and non-traditional mediums to get messages out (e.g. phone, newspaper, social media), creating a 'cultural calendar' of events, and facilitating greater collaboration amongst the cultural groups themselves to advertise each other's events. For example, groups could work with the Milton Street Festival or Santa Claus Parade to inform residents of local offerings. Another thought was to engage the commercial sector (e.g. supermarkets, large format retailers) to communicate community offerings within retail areas, such as use of bulletin boards.
- Tying in arts and culture with a broader tourism strategy since it can leverage economic development objectives (and associated funding) while helping to establish a database of local arts and cultural organizations and offerings. Further discussions on the importance of tourism were held, including pooling community funds to establish a tourism office and having a tourism officer who could make residents and visitors aware of events and services.

#### **Engaging and Showcasing Diverse Cultures**

- Working collaboratively with representatives from various cultural communities to spread information about Town, Library and community-based services and programs. Groups noted various ways that they communicate to their communities including word-of-mouth advertising, outreach to faith-based institutions and local schools, creating websites and email distribution lists, etc.
- Trying to find ways to integrate diverse cultures so that they do not operate in isolation but instead can showcase their qualities together (e.g. Chinese Association partnering with Italian Association for a common festival). With so many groups in Milton, discussions centred upon using the Town and Library as a facilitator between groups, to introduce them to each other and help them come up with mutually beneficial ideas.

#### **The Role of the Town, Library and Cultural Community in Facilitating Access to Arts and Culture**

- Participants noted that sports and recreation has historically received the highest profile Milton, and that the arts and cultural community does not seem to have a degree of priority placed on it. Groups agreed that it was incumbent on them to organize themselves to raise the profile of arts and culture but need the help of the Town and Library to ensure that Council and the community understand the great benefits provided by these organizations and individuals. Accordingly groups discussed the need to have more meetings amongst themselves and improve their communications with each other, perhaps culminating into the formation of a cultural 'advisory committee' to advocate and promote the sector.
- Groups recognized that the Town and Library cannot offer everything the community is looking for, nor should they as groups themselves have the capacity to deliver services. The Town was viewed as playing a more active role in supporting culture groups because the Town has greater resources for outreach and advocating on behalf of the arts and cultural sector, while having space in which community organizations can deliver their programs.
- The Town and Library have a number of high profile facilities such as the M.C.A. and Main Library, Milton Sports Centre, and the Town Hall complex. Participants noted that these facilities act as a hub for connections – if there is a common place for cultural groups within large civic hubs, there is opportunity for interaction and efficiencies (e.g. reducing service duplication, brainstorming solutions to common challenges, etc.).



## Community Stakeholder Survey

A self-administered survey was distributed by the Town to local organizations and user groups with an interest in community services. A total of 33 surveys were received from:

- Acappella Showcase
- Arts Milton
- Baseball Milton
- Heritage Milton
- Milton BMX
- Milton Chamber of Commerce
- Milton Chinese Arts Society
- Milton Chinese Association
- Milton Concert Presentations
- Milton Good Neighbours Community Day
- Milton Historical Society
- Milton Inter-Church Softball
- Milton Lacrosse Association
- Milton Lions Club
- Milton Marlin Swim Team
- Milton Marvels Cricket Club
- Milton Minor Hockey
- Milton Muslim Association
- Milton Senior Baseball Club
- Milton Seniors Activity Centre
- Milton Show Choir for Youth
- Milton Skating Club
- Milton Soccer Development Academy
- Milton Special Olympics Sports Club
- Milton Speed Skating Club
- Milton Springers Club
- Milton Stags Youth Basketball
- Milton Tennis Club
- Milton Tritons Aquatic Club
- Nassagaweya Historical Society
- Nassagaweya Tennis Club
- North Halton Girls Hockey Association
- Tornado Triathlon Club

The following are the key findings collected through the stakeholder surveys (*note: unsure or non-responses have been left out of the discussion*):

- Responding groups are representative of those using municipal facilities as nearly all groups submitting a survey (94%) reported using Town-owned facilities, indicating that there is great reliance on municipal facilities within the survey sample. There was also a degree of reliance on non-municipal facilities with one in five groups (21%) reported using school facilities for their programming while 21% reported using facilities owned by the groups themselves. Privately owned facilities (e.g. conference centres, churches and private sports facilities such as the Milton Curling Club and Milton Soccer Centre, etc.) were used by 15% of groups.
- 30% of groups use facilities and parks in other communities for reasons such as inter-regional play, more desirable facility access or rental rates, or the type of facility they use does not, or previously did not exist in Milton (responses included cricket pitches, an indoor turf field, small concert hall).
- Many groups anticipate that their growth will result in more time being needed in municipal facilities. 42% stated that they require more time at existing facilities or parks in Milton while 52% anticipate the need for new community facilities or parks in the next five to ten years. About 40% of groups suggested that they do not require more time at existing or new facilities.
- There appeared to be marginal interest in cost-sharing approaches to developing new facilities. 39% of groups stated that they would be willing to fundraise to contribute towards the cost of building/operating new or expanded facilities while 33% indicated they would be open to considering partnerships. Only 12% (4 groups) indicated that they would be willing to pay higher user fees. Other options expressed by 15% of groups ranged from lease-to-own arrangements for space, applying for funding, providing volunteers, and assisting with general operations.
- Part of the C.S.M.P. Terms of Reference includes investigation of a potential name change to the Community Services Department. Feedback received from groups was generally split. About a quarter of the groups either found the existing Departmental name confusing (27%) or did not find the name confusing (24%), while about one third of groups (33%) did not have an opinion one way or another.



- Groups generally believe that arts, culture and heritage services are important in Milton. 39% of groups either agreed or strongly agreed that the Town should invest additional staff resources to enhance arts, culture and heritage services and programming while 9% disagreed with this course of action. In addition, 21% of groups did not have an opinion.
- Opinions were fairly split with respect to a municipal role in servicing elite athletics. Over one third of groups (36%) stated a general agreement that the Town should place a greater emphasis on serving elite athletes and providing high performance facilities while over one quarter of groups (27%) disagreed over municipal involvement in such a role. 12% of groups neither agreed nor disagreed.
- Groups generally agreed (48%) that a Milton Sports Council should be formed to advocate for sport and link local groups together under a common organizational umbrella. This is consistent with input received through the Recreation & Sport Roundtable.
- The ability of groups to attract volunteers does not appear to be of major concern to those submitting the survey. About one third of groups (30%) agreed that their organization is able to attract enough volunteers while another 30% of groups could not attract sufficient volunteers. Another 27% were somewhere in the middle indirectly implying that they did not have great success or major challenges in volunteer recruitment.

Specific information provided by individual groups is also contained in Appendix E, primarily under the 'Community Feedback' discussions.

## Public Information Sessions

Two Public Information Sessions were held on September 23, 2014. A total of 67 people signed in though total attendance was slightly higher after accounting for persons not signing in, as well as attendance by a number of City Councillors and Staff. The information sessions provided residents with the opportunity to engage members of the Consulting Team and Town Staff in discussing the Draft C.S.M.P. Update prior to its finalization. In addition to verbal discussions, written feedback was provided through dozens of comment sheets provided at the information sessions along with email submissions received after the Draft Master Plan was posted on the project's website.

Feedback received regarding the C.S.M.P. Update was generally positive, emphasising the many interests and topic areas encompassed through the plan. A common theme heard throughout the sessions was a request that the Town consider a long course (50 metre) swimming pool rather than a standard 25 metre pool for the purposes of sport development. Many of these requests came specifically with individuals affiliated with organized swimming clubs. Many participants were satisfied with the multi-use nature of the Sherwood Community Centre though there were some concerns expressed that a seniors' centre at that location may not be accessible for many older adults residing east of Ontario Street or south of Derry Road. Another common theme heard throughout the sessions was the recognition that future facilities and services must keep pace with population growth and the diversity of residents (notably from a cultural background and income perspective). Other general comments pertained to needs for a ball diamond complex (with multiple diamonds), improved basketball courts, and consideration for an indoor tennis venue.



## B. Recreation Service Delivery Assessment

The Recreation Service Delivery Review is intended to provide guidance to the Town of Milton and stakeholders as to the emphasis that needs to be taken over the next five years in providing/enabling a broad range of recreation and active choices for all residents. The approach to service delivery is as important as the services provided to ensure that the Town is working effectively with like partners and maximizing community resources.

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## Introduction

### Overview

The Recreation Service Delivery Review is intended to provide guidance to the Town of Milton and stakeholders as to the emphasis that needs to be taken over the next five years in providing/enabling a broad range of recreation and active choices for all residents. The approach to service delivery is as important as the services provided to ensure that the Town is working effectively with like partners and maximizing community resources. The critical questions that are addressed in the Service Delivery assessment include:

- a) What are the programs and services that are currently provided by the Town and how well are they utilized?
- b) Specific requests from the Town to address:
  - Strengths, challenges and opportunities in the delivery of service
  - Gaps in programming and overlap with other community providers
  - Community engagement methods
  - Community development model
  - A review of the Departmental name
  - A review of the performance metrics
- c) Can more efforts be made to ensure that every citizen can participate regardless of age, ability or background?
- d) What has the public and stakeholders suggested in terms of improvements throughout the planning process?
- e) What are the recommended service delivery actions over the next five years and how can these be developed in a timely and effective manner?

### Appendix B Layout

The service review section follows a sequence of information that leads to and defends a summary list of recommendations to be implemented over the course of the next five years. The key result areas have been identified through research and the input from the public and staff in terms of what initiatives will impact improved service delivery and increased participation in recreation in Milton.

Overview	The scope and focus of each sub-section will be described by way of an introduction to the subject matter
Goal	A goal statement will set direction for the duration of the Community Services Master Plan horizon
Milton's Approach	A description as to how Milton Community Services Department is currently delivering services and an indication of any gaps in the service delivery approach.
Summary of Inputs	A brief description of the salient inputs into the subject area from the community engagement process completed to inform the Master Plan update.
Promising Practices	An overview of practices in other municipalities and jurisdictions that can inform or provide some additional inspiration
Recommendations	Specific recommendations that will serve to increase participation and create efficiencies in recreation service delivery over the next 5 years.

A concluding section suggests a performance measures metric to ensure that staff and related stakeholders are accountable for moving toward the same vision. The performance measures will allow staff to quantify the results of their work to Council and the public to either demonstrate that their efforts have been effective or require some modification as the plan progresses.



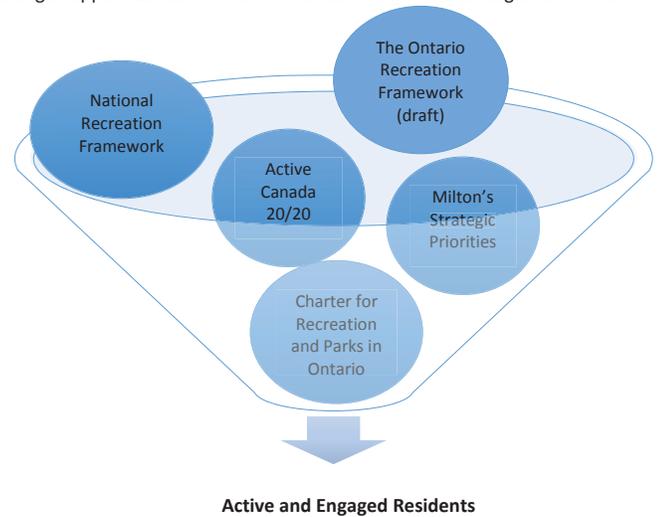
**Service Review Methodology** The C.S.M.P. Update has taken a thorough approach to the service review and has included an examination of the current delivery methodologies, program range and participation levels, a review of current trends and leading practices in the delivery of recreation services, an engagement process that involved community meetings, interviews and staff workshops and a review of statistical and evaluative data provided by the Town. The development of suggested actions and subsequent recommendations is the result of community engagement, consultation and research. The focus is on areas within the delivery of recreation services that could use greater emphasis in order to reach more residents and to inspire them to get active and engaged more often. The subsequent recommendations will assist in the setting of priorities, management and administration of the Town’s recreation programs in continuing to meet the needs of the residents of Milton.

### Alignment with National, Provincial and Municipal Priorities

**National, Provincial & Local Initiatives** In setting the context for the C.S.M.P. Update, it is important to understand the current focus of other levels of government with respect to recreation and active lifestyles and how these other agencies can provide knowledge support within the Milton context. There is clear alignment within the federal, provincial and municipal levels of government in supporting healthy and active lifestyles for Milton residents. In recent years the development of key policy and supportive documents have included the creation of:

- The recently approved Framework for Recreation in Canada 2015 – Pathways to Wellness – to synthesize nation-wide priorities in building a healthy and active nation;
- Active Canada 20/20 Plan to encourage greater physical activity and healthy eating for all Canadians;
- The Ontario Recreation Framework (draft) which will be reviewed as Ontario considers an Action Plan to align with the Framework for Recreation in Canada; and articulates the key principles of providing quality recreation experiences and community infrastructure and design; and the Charter for Recreation and Parks in Ontario developed by Parks and Recreation Ontario; and,
- The continued refinement of Destiny Milton 3 in supporting a socially, economic and environmentally sustainable community.

All of these policies and strategic initiatives emphasize the importance of healthy and active lifestyles in Milton and provide intelligence, guidance and support to the community and individual resident alike.





The following table describes the key priorities and principles of these seminal policy documents in informing the update of Milton's Community Services Department Master Plan.

Supporting Initiative	Relevant Priorities, Principles and/or Goals
Milton's Strategic Plan (Destiny Milton 2)	<ul style="list-style-type: none"> <li>○ A responsible cost-effective and accountable local government</li> <li>○ Well managed growth, well planned spaces</li> <li>○ A safe, liveable, healthy community</li> <li>○ A diverse and sustainable community</li> <li>○ A thriving natural environment that is valued community asset to be protected, maintained and enjoyed</li> </ul>
A Framework for Recreation in Canada 2015	Goals include: <ul style="list-style-type: none"> <li>a) Active Living</li> <li>b) Inclusion and Access</li> <li>c) Connecting People and Nature</li> <li>d) Supportive Environments</li> <li>e) Recreation Capacity</li> </ul>
Draft Provincial Recreation Statement (under review)	Key principles are described as: <ul style="list-style-type: none"> <li>○ Quality of Life</li> <li>○ Equitable Access</li> <li>○ Active, Healthy Communities</li> <li>○ Valuing Places for Play</li> <li>○ Collaborative Efforts</li> <li>○ Evidenced-Based Decision Making</li> </ul>
Charter for Recreation and Parks in Ontario	Key principles are very much aligned with national priorities and effective strategies in Ontario: <ul style="list-style-type: none"> <li>○ Participation – safe, affordable and quality recreation programs</li> <li>○ Active Living – physically active in organized and informal activities</li> <li>○ Access to Nature and the Outdoors – experiences in nature and access to open spaces</li> <li>○ Enriching Experiences – experience arts, culture, heritage, sport and recreation</li> <li>○ Welcoming and Inclusive Communities – inclusive efforts to engage citizens and build strong communities</li> <li>○ Engagement – being engaged in the planning of recreation and parks and the ability to volunteer</li> </ul>



Supporting Initiative	Relevant Priorities, Principles and/or Goals
Active Canada 20/20 - National Physical Activity Strategy	<ul style="list-style-type: none"><li>○ Adopt evidence-based strategies that target the <u>whole population</u>, as well as specific population subgroups, particularly those facing the greatest barriers;</li><li>○ Embrace an <u>equity approach</u> aimed at reducing social and health inequalities and disparities of access to physical activity;</li><li>○ Address <u>the environmental, social and individual</u> determinants of physical inactivity;</li><li>○ To achieve the <u>greatest impact</u> through building on current evidence and sustainable partnerships</li><li>○ <u>Build capacity</u> and support training in research, practice, policy, evaluation and surveillance;</li><li>○ Use a <u>life-stage approach</u> by addressing the needs of children, youth, families, adults and older adults;</li><li>○ Advocate to decision makers and the general community for an increase in <u>political commitment to and resources</u> for physical activity;</li><li>○ <u>Design for inclusion</u> and adapt strategies to accommodate varying local needs, cultures, contexts and resources; and</li><li>○ Facilitate <u>healthy personal choices</u> by making the physically active choice the easy choice.</li></ul>





#### Key Result Areas

The following key result areas required to focus efforts over the next five years come from a combination of public and staff input, the changing demographics, potential partnerships, and efficiencies. As will be presented over subsequent pages, the three key focus areas include:

1. Program and Service Priorities
2. Diversity and Inclusion
3. Connecting Communities and Neighbourhoods

Note that partnerships and fitness services are also considered key result areas but are presented in separate Appendices.

### Key Result Area One – Programs and Service Priorities

#### Overview

Increasing participation in quality recreational pursuits is the key focus of all recreation and sport staff and volunteers within a community. The benefits of active and engaged lifestyles are well documented and are critical to individual and community health. All efforts must be made toward this one vision. Facilitating and enabling recreation services is a complex undertaking, a broad range of infrastructure is based on the services that the public feels is critical to their needs, opportunities must include something for all residents and messaging and awareness efforts must be compelling enough to inspire more residents to lead active lifestyles.

Participation in recreation does not fall solely to the municipality and efforts cannot be effective unless they are collectively aligned and focussed on one vision. Community engagement, building community capacity, sharing limited resources and working better together for the public good are the common elements that bind government and stakeholder groups. Residents look to the municipality to provide an understanding of current demographics, future growth patterns, trends and the leadership to address provision directly and through partnerships. The quality of life, building sustainable communities and ensuring each resident has the right to engage in an active life falls within Milton's commonly stated priorities.

Milton offers the public a full range of recreation and sport opportunities for all age groups and abilities. Refinements are made to the program and service offerings mix considering participant input, registration statistics, satisfaction levels, trends, social issues and indications of pent up demands or declining enrollment. Three main types of opportunities exist for all age groups; directly offered registered programs, drop in and casual opportunities where a participant can attend a facilitated opportunity such as an art workshop and membership based activities such as the Milton Senior's Centre and fitness.





The review and analysis of the recreation programs and services included the following.

- The Service Delivery Model and varying approaches to engage residents in recreation and sport
- The blend of engagement options for residents (casual use of amenities, registered programs, drop-in opportunities, memberships)
- The broad level of choices for all age ranges and abilities
- Promotion and Communications
- Participation levels
- Use of recreation and sport facilities
- How critical social issues such as inactivity and drowning prevention are addressed
- General trends and promising practices
- Satisfaction levels
- Volunteerism
- Recommendations are based on the application of Milton’s approach to industry standards, strengths, challenges and opportunities in the delivery of service
- Gaps in programming and overlap with other community providers
- Community engagement methods
- Community development model
- A review of the departmental name
- A review of the performance metrics

The findings of the service review reflect a mature department that is run by well informed and engaged staff and volunteers. The engagement process to support the master planning process found a high level of satisfaction with services, a commendable level of customer service and a sincere responsiveness to community needs. Staff are cognizant of the benefits of engaging in recreational pursuits and the ability of recreation to address some societal issues such as inactivity, inclusion of underrepresented residents and creating efficiencies through partnerships. Recreation is a complex system of addressing the varying recreation, sport and facility needs of all ages, abilities and backgrounds. The review process has garnered suggested recommendations to continue efforts in some areas and for improvement in others. It is felt that the residents of Milton will be better served through the implementation of these recommendations.

Goal Statement

**To inspire all residents and work toward greater participation in quality recreational opportunities.**

Milton’s Approach

A summary of the findings and input is offered in the following table to capture the key discoveries and opportunities that lie before the Community Services Department.



Program and Service Focus	Input and Findings	Opportunities
<b>Programs and Service Priorities</b>		
Children and Outdoor Play Experiences	A new term coined “Nature Deficit Disorder” by Richard Louv, 2008 describes the fact that children are not outside often enough to benefit from what outdoor play offers which is skill mastery, physical activity, imagination, problem solving and enjoyment.	<ul style="list-style-type: none"> <li>- Including nature interpretation in summer playground programs.</li> <li>- Promotional campaign on the benefits of outdoor play on child development.</li> <li>- Meeting with a coalition of community partners interested in Outdoor Play to better incorporate the principles and concepts.</li> </ul>
Inactivity and Obesity	<p>ParticipAction has stated that the national goal is to increase physical activity levels of every Canadian by the year 2020 (Active Canada 20/20 Plan). Currently 85% of Canadian adults and 93% of children and youth do not achieve the minimum amount of physical activity to ensure long-term good health and well-being (Source ActiveCanada 20/20 Physical Activity Strategy).</p> <p>One effective method of getting more children engaged in physical activity and sports is to expose them to a variety of activities and sports without having to commit to a full season of one sport.</p>	<ul style="list-style-type: none"> <li>- Continued implementation and review of the Milton Physical Activity Plan “Move More Milton” to ensure that residents are benefitting from most recent strategies and research.</li> <li>- Consider the development of a program that introduces children, youth and adults to a variety of sports in order to promote future engagement in one or more sports or activities.</li> </ul>
Learn to Swim	The Department promotes the Lifesaving Society’s “Swim to Survive” program through the local school system and has engaged an average of 450 students in the program each year for the last two years. This program is of particular importance as there is a growing number of newcomers to Canada in Milton and there is a growing number of newcomers in Canada that are involved in accidents in and around water.	<ul style="list-style-type: none"> <li>- Continuing to work with schools and newcomers to highlight the importance of being safe in and around water in Ontario, and increase the number of Milton residents that can swim and survive in and around water.</li> </ul>
Pre-School Programs and Casual Opportunities	Involving and exposing pre-school children to recreation and sports opportunities can set a healthy pattern for life. Quality and enjoyable opportunities need to be offered at times and on days where parents and caregivers are able to bring children to the programs. Full-day kindergarten is offered during times when some parents and caregivers could attend during these school hours. A look to convenient times in the late afternoon, early evening and weekends would solidify this important and early engagement in recreational opportunities for pre-school children.	<ul style="list-style-type: none"> <li>- Review pre-school offerings /opportunities as well as times for programs and casual opportunities to ensure that they reflect current needs of this age group.</li> </ul>



Program and Service Focus	Input and Findings	Opportunities
Anticipated Expanded Needs for After School Opportunities	56% of Milton residents commute to other communities for work, coupled with the growth in population will require the expansion of full day kindergarten; the need for greater numbers of after-school opportunities is anticipated as a result of these factors. Currently the Town partners with other providers to offer approximately 50 participants throughout the school year.	<ul style="list-style-type: none"> <li>- Convening forums with the Boards of Education, not-for-profit and for-profit afterschool care providers to discuss the capacity, unmet demands, expansion plans, potential locations, partnerships and a sustainable after school care system.</li> </ul>
Focus on Families	Recreation and sport engagement benefits family cohesion and health related outcomes. Healthy and vibrant communities are built on addressing the needs of and strengthening the family unit in its various forms. There are many casual opportunities for families in Milton however packaging the benefits with the opportunities as well as incentives to encourage families to play together would go a long way in increasing participation.	<ul style="list-style-type: none"> <li>- Develop a promotional plan and incentives for families in order to increase family participation in recreational and sporting pursuits.</li> </ul>
Activity Preferences of Diverse Populations	Community engagement efforts as well as promising practices seen in other jurisdictions indicate that including activities that appeal to diverse populations is one way of reaching out to more residents as part of the program/service mix. A fusion of activities will serve to teach newcomers of traditionally Canadian experiences as well as to offer new opportunities to residents. Discussions with respect to training and professional development efforts will be key in ensuring that staff and volunteers have the tools to be inclusive and engaging. See sub-section on Diversity and Inclusion.	<ul style="list-style-type: none"> <li>- Establish a mechanism to engage diverse populations in Milton by initiating discussions on the current program and service mix, locations, pent up demands and the development of new program opportunities.</li> </ul>
Older Adult Strategy and Opportunities for Pre-Retirement Females	Milton's current Older Adult Strategy speaks to expanding programs and supports to increase participation in recreational pursuits.  The Canadian Association for the Advancement of Women in Sport (CAAWS) has completed research to indicate that there is a need to engage pre-retired and retired women in active lifestyles including learning to play sports. They have developed 25 pilot programs across Canada to determine the value and partnerships that can be developed in this area.	<ul style="list-style-type: none"> <li>- Engage and convene focus groups with pre-retirement aged females.</li> <li>- Supporting and facilitating community social media models whereby women convene meetings to discuss and lead self-directed opportunities.</li> </ul>
Youth Engagement	The Milton Youth Advisory Committee serves to represent the voice of youth in the development and delivery of recreation services in Milton. The committee, staff and volunteers organize youth events and provide advice on programs, and work to ensure that Milton remains a Youth Friendly community. Input has been garnered to support the development of youth arts, and continue to self-determine and deliver on youth priorities using the existing engagement approach.	<ul style="list-style-type: none"> <li>- While there are a variety of opportunities for youth engagement, the Department should continue to support/initiate engagement initiatives as it believes further work can be done in this area.</li> </ul>



Program and Service Focus	Input and Findings	Opportunities
Special Events	<p>Special events appeal to the public at large and bring an opportunity to build community pride and cohesion. The Community Services Department provides events directly and supports community organizations in orchestrating their own events. Many communities are evaluating their capacity to increase the number of events or even respond to the current annual event schedule. Trends suggest that communities are beginning to work collectively with other agencies to blend and showcase varying age cohorts and community opportunities. The City of Mississauga has combined forces over the last few years with cultural institutions and libraries to highlight youth contributions to arts and culture. A week long special event was held at varying venues to both engage youth and highlight these contributions to the general public. Other communities are looking at their role in supporting special events to increase capacity and this review would be appropriate in Milton as well.</p>	<ul style="list-style-type: none"> <li>- Review the Community Service’s Department role and level of service in the provision of special events including the costs to support staff driven and community driven events.</li> <li>- Define a base level of service and explore cost recovery options for enhanced service levels</li> <li>- Consider the types of special events being offered and look to fill any gaps through building community capacity and partnering with complementary organizations and institutions.</li> </ul>
<b>Internal Priorities</b>		
Departmental Name	<p>The Community Services Department was originally designed to include Public Works and Transit; subsequently the latter two portfolios were shifted to the Engineering Services Department in 2003, at the same time as Culture was added to the Community Services portfolio. The current functions include the delivery of parks, recreation and cultural services. A comparison to municipal departments including like functions lists departments as: Recreation and Culture; Parks, Recreation and Culture; Leisure Services and Community Services. While there was no clear indication of dissatisfaction with the current departmental name, it was suggested to call the department by the services it provides to ensure that its functions are plainly understood, especially to newcomers with English as a second language.</p>	<ul style="list-style-type: none"> <li>- Consider changing the name of the Community Services Department to the Department of Parks, Recreation and Culture or a combination thereof.</li> </ul>
Communications and Awareness	<p>Some concerns were identified in the community consultation process and in the Community Profile study that require a review of how programs and services are promoted. While these concerns were not reflective of the majority of respondents; some work should be done to better understand how messaging best reaches the audience it intends to engage.</p>	<ul style="list-style-type: none"> <li>- Develop a communications strategy that respects how varying segments of the population prefer to hear about and become engaged in program and service opportunities.</li> <li>- A Communications Audit was recently undertaken and thus the Town should proceed with recommendations as per the Audit.</li> </ul>



Program and Service Focus	Input and Findings	Opportunities
Technology	<p>Suggestions centred on the development of an Application that would promote upcoming opportunities and allow residents to register from their phone device. The use of iPads was suggested to increase the efficiency of field work, improve customer satisfaction and evaluation activities, and capturing directions real-time from meetings.</p>	<ul style="list-style-type: none"> <li>- Study the impacts and efficiencies that technology can bring to the use of services and efficiencies of in-house operations.</li> </ul>
Duplication and Cross Marketing of Municipal and Library Services Program Offerings	<p>A review of program offerings by Milton Public Library and Recreation Services revealed some minor duplications. While this is not excessive, at this point a clear delineation of program scope should be determined for both departments so as to avoid duplication of resources (staff, public space and funding) in the future. Further offering similar programs may reduce participation in each of these classes while paying full fare for instructors and equipment. Recreation program offerings should reflect the departmental mandate which includes introduction to cultural experiences, physical activity, play, casual /drop in activities, social engagement, aquatics, learn to swim, fitness wellness, physical activity, sports and general interest type activities. The Library system centres its priorities on literacy, the love of reading, newcomer assimilation, social engagement, research and the provision of identified resources for borrowing. There are also opportunities for the two services to work with greater synergy whereby each promotes and supports each other's services and initiatives.</p>	<ul style="list-style-type: none"> <li>- Clarify the mandates, priorities and respective program offerings of Recreation and the Milton Public Library system resources to align more closely and maximize participation.</li> <li>- Identify opportunities to cross-promote priorities, programs and initiatives.</li> <li>- Rationalizing the optimal use of tax-based support for programs and services between the Community Services Department and the Milton Public Library.</li> </ul>
Volunteerism	<p>Volunteerism is increasing to support the delivery of the department's recreation services. Residents can apply online, in person or by mail and staff will counsel residents on where their best fit might be. 492 residents volunteered a total of 23,298 hours in 2014 which equals the equivalent of approximately 13 full time staff equivalents in hours. Retaining the number of volunteers after the Pan Am games will require a plan and a method of capitalizing on the anticipated level of commitment before and during after the games.</p>	<ul style="list-style-type: none"> <li>- Develop a Volunteer Strategy to maximize volunteerism in the delivery of recreation services.</li> </ul>
Sports Alliance	<p>From certain consultations, there was an indication that some sports groups would like to consider the formation of a local sport alliance body in the future.</p>	<ul style="list-style-type: none"> <li>- Town Staff should continue to work closely with sport organizations to receive input relating to facility and service needs, and monitor the need to develop a community-led sport alliance body.</li> </ul>



Promising Practices

**Children & Youth**

The Importance of Outdoor Play

In recent decades with the concern for safety and with a greater number of parents in the workforce; casual outdoor play opportunities have decreased for children. The old adage “come home when the street lights come on” no longer exists for the most part. Children in previous generations could use their neighbourhood as a large playground where they made up games and discovered nature on their own by engaging in daily unstructured play. Research is demonstrating the relationship between access to greenspace and outdoor experiences with higher levels of mental health. The health benefits from a physical activity standpoint and child development have been lost to a certain extent. Many communities are embracing the importance of outdoor play from a child development perspective, are informing parents of the benefits and are expanding these opportunities.

The City of Toronto developed the Children’s Teaching Garden in High Park in 2000. The site is facilitated and children can come with their families at any time to help plant the garden, cook and sample recipes with natural ingredients, learn about the eco-system, composting and organic growing. A summer camp emphasizes all of these outdoor opportunities and enhances children’s outdoor learning and experiences.

Service Level Agreements with Third Party Providers

Many municipal service providers are developing service level agreements/contracts with third party providers to provide recreation services in areas within the municipality. Often grants are used to provide some funding to offset costs. There is a cost avoidance advantage and a recognition that the full responsibility for the provision of services does not rest solely with the municipality.

After-School Programming

After the Bell is a school-based after school program that allows for an affordable seamless day for children 5-12 years of age until 6:00 p.m. The program is High Five accredited and is offered in 27 locations throughout Durham Region. The program aims to promote outcomes in social and emotional well-being, pro-social behaviours, engagement in learning, physical wellbeing, and school and community connectedness.

Youth Leadership

“Rebel 14” in Mississauga is a collaboration between the Library System, Culture and Recreation groups to celebrate National Youth, Library and Culture Weeks. The City hosts city wide events while youth are encouraged and supported in hosting their own events in schools and publically funded spaces. Over 200 events are being facilitated throughout the first week of May. This is an excellent example of gaining momentum and reach through collaboration between recreation, libraries and culture.

Physical Activity

Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada was developed by ParticipAction and Federal, Provincial and Territorial stakeholders. The plan details the impacts of sedentary lifestyles and addresses ways to improve on the 85% percent of Canadian adults and 93% of Canadian children and youth who do not obtain the minimum level of physical activity necessary to sustain a healthy lifestyle.



As a means to ensure that continued emphasis is placed on addressing inactivity, Active Canada 20/20 is based the following guiding principles and promotes their consideration:

1. Adopt evidence-based strategies that target the whole population, as well as specific population sub-groups, particularly those facing the greatest barriers;
2. Embrace an equity approach aimed at reducing social and health inequalities and disparities of access to physical activity;
3. Address the environmental, social and individual determinants of physical inactivity;
4. To achieve the greatest impact:
  - a) Value, invest in and build on current evidence informed locally, regionally and nationally
  - b) Implement sustainable partnerships across sectors and between all levels of government
5. Build capacity and support training in research, practice, policy, evaluation and surveillance;
6. Use a life-stage approach by addressing the needs of children, youth, families, adults and older adults;
7. Advocate to decision makers and the general community for an increase in political commitment to and resources for physical activity;
8. Design for inclusion and adapt strategies to accommodate varying local needs, cultures, contexts and resources; and
9. Facilitate healthy personal choices by making the physically active choice the easy choice.

The Strategy was discussed at a national forum held in New Brunswick in 2013 and nationwide committees are currently developing action plans. The plan encourages local levels of government and related disciplines to keep the spotlight on increasing activity levels and reducing screen time by working together and adopting an aligned approach to Active Canada 20/20 principles.

#### Province of Ontario – Ontario Healthy Kids Panel

In an effort to reduce childhood obesity, the Province of Ontario convened the Healthy Kids panel to develop a strategy on continued efforts to attain healthy weights. The panel was made up of 18 related experts and organizations that could recommend evidenced based methodologies of influence the environment in which children perceive food consumption. The panel developed the strategy entitled *No Time to Wait: The Healthy Kids Strategy*. The overall goal in Ontario is to reduce childhood obesity by 20% in 5 years. This is an aggressive goal and all community partners must play their part in its achievement. The 3 key focus areas and some related actions in the strategy include:

1. Start all Kids on the Path to Health through education and support to mothers;
2. Change the Food Environment through supporting local food distribution, universal school nutrition, and the marketing of low nutrient foods and guidelines for food and beverages where children play and learn; and
3. Create Health Communities through social marketing efforts, the use of schools in influencing eating habits.



While the role of a recreation department is to increase physical activity and not necessarily promote healthier eating habits, in many instances these efforts go hand in hand Public Health and other community partners in terms of creating one vision and each partner playing their part.

### **Older Adults**

#### Age Friendly Cities – World Health Organization

The Public Health Agency of Canada (PHAC) supports the World Health Organization movement toward Age Friendly Communities. This initiative is in response to the wave of older adults that may require special consideration in the design of communities and the delivery of programs and services. The hope is that older adults will enjoy supportive physical and social environments and thus allow them to enjoy greater autonomy and independence. PHAC provides supports to organizations through webinars, interactive dialogue and the sharing of best practices.

The City of Ottawa offers and enables a wide range of choices for older adults and seniors programs and services. Efforts to segment programs to address varying age cohort needs and programs are segmented into Adults, Older Adults and seniors and demonstrate a response to differing needs according to age ranges. All adults over 50 years are offered a 10% reduction in registration costs and related fees. This percentage reduction is much lower than many municipalities in Ontario whose reductions range from 30 to 50%.

The Victorian Order of Nurses (VON) organizes the Seniors Maintaining Active Roles Together (SMART) Program. It relies on partnerships and volunteerism to increase the number of sustainable programs and opportunities available to older adults in intensely populated areas within communities. VON has developed and implemented a sustainable program for older adults that is funded by the United Way and is delivered by community volunteers. The VON develops focus groups in high rise condominiums and apartments predominantly populated by older adults to determine their active interests. Volunteers are trained and supported in providing recreation and fitness programs for older adults for a nominal fee to cover equipment and refreshment costs. These programs have shown success in over 91 communities and an opportunities to partner exist to provide local and low cost opportunities.

Canadian Association for the Advancement of Women in Sport (CAAWS) has a purpose to support and enable women in pursuing sport and active lifestyles and keeping women actively engaged in building community capacity. The CAAWS' 55 to 70+ Project for "Young Senior" Women is a recent initiative aimed at keeping the young senior female engaged in sport and physical activity. 35 pilot projects are currently underway to enhance opportunities in soccer, pickleball, Nordic pole walking, synchronized skating and many other active opportunities. The projects seek to develop and support sustainable models where women are trained to lead and promote active opportunities in concert with community partners such as municipalities.

#### Planning and Strategizing for Older Adult Needs

The Town of Milton is part of an emerging nation-wide trend to comprehensively evaluate, plan and prioritize how it will meet the needs of the 55+ population through a formal strategic planning process. Milton's Older Adult Strategy (OAS), prepared in 2012, serves as a long-term planning framework to assist the Town in responding to the current and future recreation needs of the adult population who are on the verge of retirement or are already enjoying it. With over 40 recommendations pertaining to programming, facilities, fees, staffing and volunteers, partnerships, and outreach, the OAS guides the Town in meeting the current and future needs of its older adults.



Segmenting Activities by Older Adult Age Cohorts

Municipalities and recreation service providers are finding that older adults, those over the age of 55 years old have varying recreational interests and needs. Those just entering this age cohort are more interested in maintaining an active lifestyle and are not necessarily interested in joining a senior’s centre just yet. Many participants continue to register in adult programs and services. There is however a need to socialize and connect with people within their own age range where common interests are the basis in forming new friendships. Mississauga is pursuing ways and means of identifying and enabling activities per age cohorts within the older adult and segmenting these opportunities in order to foster social engagement.

Social Networking Opportunities for Older Adults

Social networking websites are emerging to prompt older adults to engage in local recreational activities. Activities are generally self-determined and organized. Collingwood Ontario boasts a social networking opportunity for women called “Social Sisters”. Each week women meet at a local coffee house to socialize and get to know one another. Women organized groups based on their self-interests and include a movie group, a hiking and walking club, and an epicurean group amongst others. Groups will form and evolve as members develop new groups. In Durham Region, there is a site called “Meet Up” and this site lists all of the member driven opportunities for recreational pursuits including a friendly and non-competitive women’s golf group, activities for the Lesbian, Gay, Bisexual, Transgendered and Questioning (LGBTQ) community and pursuits for each and both genders. Municipalities could go a long way in enabling these groups, whether by assisting in their development, providing social media development assistance, providing instructors and or public spaces. Enabling residents to self-identify and manage recreational activities can only add to the myriad of choices available to Milton residents.

Action Plans

- B1. Develop a promotional campaign surrounding the importance and benefits of outdoor play with interested community partners, including integrating the interpretation of nature and natural outdoor experiences into the summer playground program.
- B2. Review Milton’s Physical Activity Plan to incorporate any recent federal and provincial initiatives and evidenced based approaches.
- B3. Continue to explore opportunities to augment the number of affordable instructional programs that allow residents to learn the fundamentals of a variety of sports.
- B4. Review pre-school offerings /opportunities as well as times for programs and casual opportunities to ensure that they reflect current needs of this age group.
- B5. Work with community partners to increase the number of affordable after school opportunities for children and youth.
- B6. Review the Community Service’s Department role and level of service in the provision of special events including the costs to support staff driven and community driven events. Define a base level of service and explore cost recovery options for enhanced service levels.
- B7. Consider the types of special events being offered and look to fill any gaps through building community capacity and partnering with complementary organizations and institutions.



- B8. Develop a promotional plan and incentives for families in order to increase family participation in recreational and sporting pursuits.
- B9. Utilize the information and recommendations contained within the Town of Milton Older Adult Strategy to guide service delivery for older adults, particularly those that are synergistic with the Community Services Master Plan Update's five year timeline.
- B10. Convene a forum of pre-retired adults to discuss recreation service provision, volunteerism and the use of social media in supporting networking opportunities and in self-determining opportunities.
- B11. Consider changing the name of the Community Services Department to Parks, Recreation and Culture in order to reflect the services provided.
- B12. Use the information garnered throughout the master planning process and 2013 Community Profile survey to refresh the Community Services Department's Communications and Marketing Strategy.
- B13. Complete a study in the use of technology to increase departmental efficiencies (through use of social media, market analytics software, registration and utilization databases, etc.) and make recreation programs and services more accessible to the public.
- B14. Strengthen synergies with Milton Public Library to more closely align programs, cross promote programs, use public spaces more effectively, and work collaboratively on community driven priorities.
- B15. Continue to strengthen the Town's volunteer program and provide appropriate leadership supports to organizations that utilize volunteers.



## Key Result Area Two - Diversity and Inclusion

### Overview

Traditional thinking about diversity within the provision of recreation services has centred on cultural diversity, essentially resident newcomers with a mother tongue other than English and in terms of inclusion, residents with disabilities. Within the last decade more municipalities have broadened their thinking and actions to include significantly underrepresented groups including women, the lesbian, gay, transgendered, bisexual and questioning community (LGBTQ), persons from low income backgrounds and those with mental health issues at a minimum. Recreation departments utilizing a business-like approach to the delivery of service see these diverse groups as markets and a way to increase participation in recreation services. They are therefore taking varying approaches to include diverse groups and are realizing an increase in participation as a result.

There is a need to be sensitive to varying preferences in developing appropriate programs and activities, and a common perception prevails that the influx of newcomers will generate considerable demands for new types of non-traditional programs. While this is true to a certain extent, it is important to realize that newcomers will also be looking to participate in traditional activities as they assimilate into Canadian culture. Specific efforts need to be made to include diverse populations in traditional Canadian programs and sports as well as to offer services that support various cultures' and communities, and introduce all residents to these activities. Recreation delivery is beginning to witness a fusion of activities reflecting the makeup of the respective municipality.

Communities, agencies as well as the business sector are broadening their definition of diversity to include all groups that are under-represented or marginalized as a result of their backgrounds and/or abilities. The principle of equitable access to recreation services is strengthened by identifying groups that may require different approaches to feeling included. Often building a relationship with representative groups and key leaders within a given social community is the first step in understanding needs and the capacity of the group to independently deliver. Joint efforts are developed based on what assistance can be offered by the municipality and what can be accomplished by working together.

Greater efforts are being made to educate, train and enable staff, volunteers and residents to ensure that everyone is welcome in a recreation delivery system and that all residents are entitled to barrier free access. The term "Cultural Competency" is used to capture a broader notion of diversity and expand on what varying groups require in terms of inclusive services. Efforts are also made to have a staff / volunteer mix that is representative of the community they serve; this is done in an effort to ensure that centres and services are more welcoming and visitors see themselves in the delivery system.

One approach does not fit all and needs vary within segments of the population. One theme is common and that is to meet the requirement that all residents feel welcome, that they belong and that they see themselves as an integral part of the community.





Goal Statement	<b>Recreation is for all residents; Milton will continue to work to include and enable participation by underrepresented segments of the population</b>
Milton's Approach	<p>Milton places an emphasis on being inclusive in terms of encouraging dialogue and removing barriers to participation for many residents experiencing challenges. The first page of the Milton Community Services Guide welcomes residents in predominant languages and further encourages them to engage through the Halton Multi-Cultural Council. Further the guide well states Milton's commitment to including all residents regardless of their background.</p> <p><u>Persons with Disabilities</u> Residents with disabilities are encouraged to join a class or drop in opportunity of their choice and/or register for an ICAN –Integrated Care for Assisted Needs – program or opportunity. Support workers are welcome to attend programs and drop in opportunities at no fee.</p> <p><u>Girls and Women</u> Milton offers program specifically for girls and women to ensure that there are no barriers to their participation. Year round programs such as Girl Power, summer camps and swimming lessons serve to empower females to learn and master new skills, build self-esteem and lead active and healthy lifestyles.</p> <p><u>Newcomers</u> The Town of Milton has a partnership with the Halton Multicultural Council to support residents and newcomers in their endeavours to be engaged in community life. The Council provides guidance to newcomers on what is available in terms of recreational opportunities, financial assistance mechanisms if required and translation. This relationship has proved invaluable to both parties as they support Milton's newcomers.</p> <p><u>Persons with Low Incomes</u> Milton has a recreation access policy that promotes affordable access to recreational opportunities for all residents regardless of income. There are five funding agencies that provide financial assistance to Milton residents. The Town provides \$200.00 per year to qualifying residents while Canadian Tire Jumpstart, KidSport, the Region of Halton and President's Choice Children's Charity are other mechanisms to minimize the number of residents being excluded from recreation and sport.</p>
Summary of Inputs	<p><b>Related Intelligence</b></p> <ul style="list-style-type: none"><li>• Anticipated growth within Milton of 47,000 residents over the course of the master plan horizon will require focussed efforts with respect to diversity and inclusion.</li><li>• The 2011 National Household Survey (NHS) indicates 29% or 24,700 of the Milton population are immigrants and first generation residents.</li><li>• The NHS also indicates that 5,865 Milton residents are considered to have a low income background.</li><li>• Census data indicates that 13.5% of Ontario residents live with a disability. This could equal approximately 11,600 residents in Milton. With the population aging the percentage is projected to increase.</li></ul>



- Registrations for persons with disabilities in the ICAN programs has increased by 23%, registrations have increased from 355 in 2012 to 436 in 2013.
- The number of residents receiving assistive funding to participate in recreation has increased from 270 residents in 2012 to 486 residents in 2013 or by 80%

**Trends**

- The instatement of external and internal diversity advisory committees that aid in program/service development and departmental diversity initiatives;
- Extensive training for staff and volunteers and the strengthening of community relationships;
- Efforts to ensure that staff and volunteers reflect the diverse make-up of the community;
- The development of Safe and Positive Spaces in Community Centres and Public Spaces to welcome the LGBTQ community.
- Refinement of municipal grant criteria to include program and group development to serve diverse populations.
- The development of programs within the recreation program mix to include non-traditional opportunities and introductory courses for typical Canadian opportunities.

**Stakeholder Input**

Stakeholders indicated during the engagement process the continued need exists to support diverse populations in accessing services and that although there is some participation by underrepresented groups, more can be done to increase the numbers participating.

Staff indicated that additional knowledge, training and supports would further their work to ensure that all underrepresented populations have access to recreation services

**Promising Practices**

Cultural Competency

The Ontario Healthy Communities Coalition has developed resource materials and a tool kit entitled Inclusive Community Organizations – A Tool Kit to assist communities and organizations in becoming more culturally competent. The resources provide the rationale for reaching out equitably to participants and clients and enables an organization to assess its current ability to serve diverse clients and begin to develop a strategy to better respond to the community.

Program Mix

The Town of Ajax has approached the diversity of its community by offering a blend of traditional and non-traditional recreation opportunities within the program mix. The Town’s recreation program guide provides program opportunities that are reflective of the cultural diversity of the community to invite residents to enjoy new non-traditional experiences and ensure that there are adequate introductory program offerings of traditional Canadian sports and recreational pursuits. Some non-traditional programs include Bollywood and Bharathanatyam (South Asian) dancing, Ajax Cricketeers, Young Chefs (international cuisine). Ajax’s Recreation & Culture Department also partnered with the Durham Region Board of Education in hosting the



first LGBTQ prom in the region of Durham. Aquatics staff utilize the promotional information developed by the Lifesaving Society produced in predominant languages to encourage newcomers to learn to swim.

#### Diversity Leadership

The Royal Bank of Canada sees the strategic advantage in reaching out to diverse markets from a business perspective. The bank maintains the support of a Diversity Council that meets quarterly to review the status and the respective results of diversity initiatives. The Bank of Montreal holds staff accountable for progress on diversity goals and includes a “Diversity Scorecard” in employee assessments. Proctor and Gamble has developed and implemented an assessment tool that allows employees to have input on how well their managers are creating and supporting a diverse and inclusive workplace. All employees in these corporations complete diversity training and network groups are engaged to discuss and propose diversity programs.

#### The Equity Lens

The City of Toronto developed an “Equity Lens” which is a simple tool that assists staff to be more inclusive as they review the effectiveness of existing policies/programs and develop new ones. The lens poses these three questions and staff are to address these queries and be accountable as programs and services are developed and/or reviewed.

1. How did you identify the barriers faced by diverse groups and assess the impact of the policy/program on them? What diverse groups are impacted by the identified barriers?
2. How did you reduce or remove the barriers? What changes have you made to the policy/program so that the diverse groups will benefit from the policy/program?
3. How do you measure the results of the policy/program to see if it works to benefit diverse groups?

#### Safe Spaces

The LGBTQ community often experience exclusionary behaviours. The introduction of “Safe Spaces” is one way of welcoming this community to public places. Safe Spaces was developed by Safe Spaces Canada whereby signage on the front door of a community space indicates that staff have been trained in reducing homophobic gestures and slurs, and in creating welcoming environments.

Positive Spaces: The Ontario Council of Agencies Serving Immigrants developed the Positive Spaces Initiative through Citizen and Immigration Canada to denote public spaces that are safe for and welcoming to the LGBTQ community. Signage similar to the Pride flag denotes that the space is positive for the LGBTQ population.

#### Singing Out: Toronto’s LGBTQ Choir

Singing Out is a 100 member choir that is for the most part self-funded although the organization is beginning to apply for and receive provincial and municipal funding. The choir provides an opportunity for LGBTQ residents to meet others, enjoy singing and develop their abilities within a choir setting. The organization uses community spaces to rehearse and perform and 3 performances are offered annually at a minimum. Members have indicated that their sense of belonging has increased significantly since joining the choir



Action Plans

- B16. Endeavour to engage and encourage persons from diverse cultural backgrounds to participate more actively in recreation and cultural activities in Milton through:
- a) Coordinating efforts to create dialogue with cultural group leaders and key opinion leaders from diverse populations to discuss traditional and non-traditional recreation needs in providing services that are representative of the broadening recreation market.
  - b) Introducing non-traditional recreation and sport programs that reflect the recreational preferences of Milton’s diverse populations, while concurrently providing more introductory programming to introduce traditional Canadian recreation and sport experiences.
  - c) Ensuring that all Town of Milton staff are trained to create welcoming environments for diverse populations.
  - d) Creating a staff centred Diversity Team within Community Services to ensure that the development of programs and services respects the diversity of Milton, and further that there is an open internal culture that is supportive and welcoming to diverse staff, volunteers and participants.
  - e) Developing a framework (principles and methodologies) to include residents from a broad range of diverse backgrounds. Include an “Equity Lens” that ensures inclusive language and approaches in the development and delivery of recreation services. The lens/checklist will be used to identify and remove barriers as programs and services are planned, executed and evaluated.
- B17. Ensure that all recreation centres and facilities are considered Safe and/or Positive Spaces with the required training and identification to enable staff and volunteers to foster inclusive and welcoming places for all residents.
- B18. The composition of staff, volunteers and advisory committee members should reflect the Milton Community.
- B19. Facilitate opportunities for residents to participate in no cost and low cost programs, to ensure that the recreation system remains open and accessible to all residents. Where there are fee based programs that might be cost prohibitive, extend efforts to consider the following:
- a) Provide information to Halton Region Social Services staff on the Access Policy and local recreation and sport opportunities, and work with them to develop any further streamlining for those in financial need;
  - b) Continue to address other barriers such as transportation and equipment in enabling programs for residents;
  - c) Consider a policy that requires recreation and sport groups that use subsidized Town spaces to offer community outreach and subsidized/no cost registration for residents of low income backgrounds; and
  - d) Expand on the number of opportunities for low income children and youth through corporate sponsorship opportunities.
- B20. Build upon the number of relationships with groups that provide services to persons with disabilities and therapeutic services, in order to enable a seamless system and barrier free access to recreation and sport pursuits. Continue to provide one point of contact for residents with disabilities to receive the needed supports and advice in order to access and benefit from participation in recreation.
- B21. Continue to develop partnerships in reaching more residents with disabilities, quantify participation numbers on an annual basis, and monitor the effectiveness of inclusion policies, practices and program offerings.



## Key Result Area Three – Connecting Communities and Neighbourhoods

### Overview

One of the major concerns residents often express in rapidly developing communities, such as Milton, is the loss of the small town or neighbourhood feel. There is often a sense of loss for what existed for existing residents. Newcomers are also assimilating into a new community and may not have the time to concern themselves with many other initiatives other than to look after the welfare of their own family until they are settled. Creating a sense of belonging and the sense that residents feel empowered to address or have input into local concerns brings residents together and builds social connectedness. Staff recognize that community design, housing intensification, socio-economics, assimilation and commuter times are some of the considerations in the ability and capacity of neighbours within neighbourhoods to become engaged; however efforts have proven successful in other jurisdictions.

The trend to better understand localized recreation needs and strengthen neighbourhood capacity has been gaining momentum in municipalities in Ontario within the last 10 years. The purpose from a recreation service provision perspective is to animate neighbourhoods, increase recreational activity as well as to work with groups to self-determine and organize their own local activities. This approach is proving increasing local opportunities through empowered groups and providing opportunities for social interaction given the number of working families. Staff work with community leaders to create a dialogue and assist residents to discuss and create opportunities for social connection and address community issues. The end goal is to create a greater sense of belonging, empowerment, pride and cohesion within local neighbourhoods. Strategies are typically at varying degrees of maturity and results are evident in the increasing percentage of residents that engage to address local issues and volunteer to develop events.

Municipalities are starting to think of their community centres differently. Augmenting the services that are provided, the centres are developing welcoming and social spaces to prompt discussions, ideas and connect residents. Municipalities and school boards are experiencing the merits of making community spaces and/or local schools into community hubs or central meeting places for the neighbourhood. Inspiring results are occurring whereby residents are providing and implementing the solution to neighbourhood issues with great ownership.

#### **Strengthening Neighbourhoods and Creating Community Hubs**

The purpose from a recreation service provision perspective is to animate neighbourhoods and increase recreational activity as well as to work with groups to self-determine and organize their own neighbourhood based activities. This approach goes a long way in increasing local opportunities through empowered groups and providing opportunities for social interaction given the number of working families that commute. Staff work with community leaders to create a dialogue and assist residents to discuss and create opportunities for social interaction and address community issues. The end goal is to create a greater sense of belonging, empowerment, pride and cohesion within local neighbourhoods. The strategies are at varying degrees of maturity and results are evident in the increasing percentage of residents that engage with their neighbours to address local issues and volunteer to develop neighbourhood events. As part of initiatives to strengthen neighbourhoods, municipalities are making each of their community centres or local schools community hubs or central meeting places for the neighbourhood. Inspiring results are occurring whereby residents are providing and implementing the solution with great ownership.

#### **Building Capacity through Community Development and Volunteerism**

Municipal recreation departments are faced with increasing demands to provide quality, accessible services in spite of budget pressures, reductions in traditional forms of funding, and changes in the way resources are allocated. The trend is for innovative departments to seek out community



development and partnership opportunities as well as augment services through the use of volunteers. These combined approaches provide better choices with fewer burdens to the taxpayer than trying to provide all services lead by the municipality.

**Community Development**

Community development initiatives and approaches continue to be a mainstay of municipal recreation departments in Ontario. Efforts of staff to spend time in the community to have meaningful dialogue with residents is the preliminary stage in engagement and forming fruitful relationships. Community development staff begin to share the responsibility with the community in articulating and especially addressing issues and shortfalls in the delivery of service. The role of the recreation staff is to begin the conversation, provide research, other like community connections, assist with group development if that is required and generally to facilitate and empower individuals and groups over time. Some municipalities only facilitate other groups in providing recreational opportunities while most municipalities continue to provide programs and services directly with a blend of community driven opportunities. It is clear that a greater number of programs and opportunities can be provided through a blend of directly and community driven (indirect) programs and services.

Common guiding principles serve as neighbourhoods and communities of interests are strengthened.

1. There is recognition that neighbourhoods have differing needs and strategies will differ accordingly.
2. There is commitment by the municipality to assist resident groups develop and gain the skills to address their own neighbourhood issues over time.
3. Resources are allocated equitably according to neighbourhood needs and stages of development; often at risk neighbourhoods are given priority in terms of resource allocation.
4. The primary focus in a supportive neighbourhood centres on security, safety, trust, engagement and a sense of belonging.
5. Service agencies and organizations work together to address common issues in neighbourhoods and effectively share resources.
6. Neighbourhood central meeting places or community hubs provide residents with a place to learn about community resources, socialize, be active and communicate with each other.
7. Communications and recognition play a role in promoting, acknowledging and increasing strengthened neighbourhood practices.
8. The role of staff within community centres becomes more of facilitator and community builder.

Building partnerships, strong community relationships and strengthening volunteerism is the key to expanding recreational opportunities in intensified and growth areas. Most large cities in Ontario have taken this approach as it tends to provide greater participation, engage the community in taking ownership for local issues, and promotes the sharing of resources. Many innovative and sustainable approaches are evident as a result of community engagement initiatives combined with direct offerings of recreation programs and services.

Goal Statement

**To increase the provision of local recreational programs and opportunities through efforts to engage residents at the neighbourhood level and build volunteer capacity**



Community Engagement Framework

The suggested ten-step process describes a municipally-led community engagement framework to determine and address ways and means of providing meaningful recreational opportunities in an intensified neighbourhood. This model can also be offered to community driven engagement efforts as well and provides guidance to both parties. Pending the level of engagement and sense of urgency, this process could take as few as 4- 6 months and as long a time as 2-3 years to fully implement. Often a pressing community issue will lead to a greater sense of urgency and pressure to act more expediently.

<p>1. Gather Intelligence on the Neighbourhood and /or Service Area</p>	<ul style="list-style-type: none"> <li>• Research the following at a minimum:               <ul style="list-style-type: none"> <li>○ Population and expected growth</li> <li>○ Immigration and mother tongue</li> <li>○ Income levels</li> <li>○ Crime rates</li> <li>○ Lone parent families</li> <li>○ Age cohorts and resulting recreation opportunities</li> <li>○ Social issues</li> </ul> </li> <li>• Map community physical assets such as schools, community centres, settlement service centres, faith based facilities and other useful spaces.</li> </ul>
<p>2. Inventory Community Groups and Agencies</p>	<ul style="list-style-type: none"> <li>• Create a stakeholder listing of all community and sport groups, schools, settlement services, Early Years Centres, along with initiatives through Regional Social Services and schools at a minimum.</li> </ul>
<p>3. Communications and Co-Leadership</p>	<ul style="list-style-type: none"> <li>• Convene a meeting of service agencies to share priority issues and plans for the neighbourhood / service area and communicate the purpose of the exercise. Seek out co-leadership opportunities with agency and non-profit groups.</li> </ul>
<p>4. Outline the Current Recreational Opportunities and Current Uptake from the Neighbourhood (registrations, drop-in and casual opportunities)</p>	<ul style="list-style-type: none"> <li>• Jointly develop a full profile of public, non-profit, faith-based and private recreation, fitness and sport-based offerings and participation levels by age groupings. Determine the current penetration rate of all recreation programs and services.</li> <li>• Program visitations will offer a feel for participation levels and if there are adequate opportunities or gaps in service. Casual conversations often serve to identify any provision gaps from a preliminary perspective.</li> </ul>
<p>5. Focus Groups with Residents</p>	<ul style="list-style-type: none"> <li>• Discuss gaps in recreation opportunities, barriers to participation and what types of activities would be attractive to residents. Identify opportunities for volunteerism and/or to offer leadership training.</li> </ul>
<p>6. Identify Leaders and Early Adaptors in the Neighbourhood</p>	<ul style="list-style-type: none"> <li>• Who is addressing recreation, sport, cultural, social and health issues? Identify the community leaders that are connected and can bring momentum to relevant community initiatives.</li> </ul>
<p>7. Begin the Conversations</p>	<ul style="list-style-type: none"> <li>• Host a forum of stakeholders to share the information gathered to date, and discuss priorities and areas where some or all of the groups/agencies could work together to better serve the neighbourhood. Identify potential corporate and other sources of funding. Gain agreement and follow up with a draft plan and or proposal. Ensure that the options address barriers to participation in a diverse community.</li> </ul>
<p>8. Resourcing Initiatives</p>	<ul style="list-style-type: none"> <li>• Seek out funding sources, services in-kind from the agencies themselves and the potential of start-up grants and corporate funding/sponsorship.</li> <li>• Consider developing service level agreements with non-profit agencies to deliver the program/ initiative after completing a cost/benefit analysis.</li> </ul>
<p>9. Program Development and Training</p>	<ul style="list-style-type: none"> <li>• Set clear goals and potential outcomes in the development of the community driven initiative. Discuss how neighbourhood capacity could be strengthened in order for the program to be self-directed and delivered in the future.</li> </ul>
<p>10. Implementation and Evaluation</p>	<ul style="list-style-type: none"> <li>• Training, promotion, communications, launch, monitoring and an annual evaluation are all actions that will ensure the ongoing sustainability of efforts to expand and address gaps in service.</li> </ul>



<p>Milton's Approach</p>	<p>Milton is cognizant of the makeup of the various neighbourhoods and assists in their development through providing support for local events and initiatives. The municipal grant program provides support to groups to provide programs and services that align with the Town's strategic priorities. All community groups have an opportunity to advertise in the Community Services Guide and have their contact information in the community group section. Staff provide advice to groups to enable them to form, develop governance structures and access grants and facility spaces. Milton is supportive of community groups and provides all of the supports needed to succeed in providing community driven recreation and sport opportunities.</p> <p>A more proactive approach will result in increased capacity and the ability to serve more residents with a broader range of choices. As Milton continues to grow efforts to support local and community driven provision of recreation and sport pursuits will become critical. This method is efficient, sustainable, builds capacity and community pride and cohesion. It requires effort on staff part to continually determine gaps, work collaboratively with partners and be flexible in the changing needs of Milton.</p>
<p>Summary of Inputs</p>	<p>Participants in the community engagement exercise spoke to the merits of the Town leading an initiative toward more localized and neighbourhood based delivery/enabling of recreation services. Having a central place to go for neighbours was seen as a way to connect people, get people more engaged in what was available and determine what might increase engagement in healthy lifestyles.</p> <p>Discussions with staff showed support for determining which programs should be standardized and allowing community centres and community hubs to determine and address more neighbourhood based responses to local issues.</p>
<p>Promising Practices</p>	<p>In response to a growing and diverse population, the Town of Ajax developed a Strong Neighbourhood Strategy to include and strengthen a sense of belonging by all residents. The strategy was developed with full inclusion by community residents and diverse stakeholders. Representatives from agencies and neighbourhood associations offered input and are assisting in the implementation of the plan. Initiatives include base funding for local initiatives through the Social Infrastructure Fund, annual neighbourhood barbeques, an increase to the Neighbourhood Watch Program and partnerships with social agencies to strengthen services in at risk neighbourhoods.</p> <p>The Town of Whitby has 4 major recreation centres where recreation programs and camps are offered and these facilities are augmented by the use of 11 local schools sites. These school sites are called community schools and come under the purview of local citizen based boards that serve to program, register and supervise neighbourhood programs. All programs are promoted in the Town's program guide and registered through a central system. Any surplus funds are allocated by the boards to neighbourhood events and projects. One board in particular hosts a neighbourhood fireworks display each Canada day for the community with their surplus program revenues. This model is efficient in that it enables neighbourhood programming, walk to programs and camps and maximizes the use of publically funded spaces.</p> <p>In Chandler, Arizona the development and support given to neighbourhood associations comes through the Neighbourhood Support Office. Neighbourhoods are required to register their neighbourhood association and that entitles them to:</p> <ul style="list-style-type: none"><li>• Free neighbourhood website</li><li>• Promotion of events</li><li>• Recognition of volunteers and leaders</li><li>• Social media 101 – a course on the use of social media</li></ul>



- Access to grants (\$5,000 once every 5 years)
- Quarterly newsletters
- Neighbourhood Mediation “Solve It”
- Access to the Leadership Centre

The City of London, Ontario completed a Strong Neighbourhood Strategy and has since worked with the neighbourhoods to turn community centres and schools into neighbourhood hubs. Efforts have been made to create social spaces and have room for neighbourhood discussions and socialization for all age groups. As a result some initiatives have included community gardens on community centre properties, cooking classes to utilize the produce from the gardens, food and diaper banks in community centres, neighbourhood luncheons, empowered community organizations and a marked increase in neighbourhood based programs and volunteerism.

Dufferin Grove Park in the City of Toronto is an internationally recognized community asset and exhibits an innovative approach to maximizing limited community resources for the public good. The park and rink house is situated in a densely populated, mixed use area with residents from varying socio-economic backgrounds. The community hub is managed by the “Friends of Dufferin Grove Park” and the asset consists of a rink house, outdoor artificial rink, a communal brick oven, a rustic outdoor amphitheatre, community garden plots, picnic areas, a splash pad, sport fields and playground. The rink house has become a central magnet for the neighbourhood and offers year round baking and baked goods for sale, weekly community dinners, the brick oven is used in the summer for Friday Night communal pizza night (\$2.50 for a family pizza kit), a garden club and many neighbourhood driven programs and services including a collection of donated skates for those that do not have or cannot afford skates. A neighbourhood managed website facilitates discussion to communicate with each other about park issues and the potential for new programs and services. There is no formalized governance model in place and the residents prefer it that way.

Thornccliffe Park is a neighbourhood in Toronto that was designed for 12,000 residents and now houses 30,000 residents of which 98% live in high rise and midrise developments. 87% of the residents are newcomers with probable settlement and language challenges. 72% of the population is under the age of 14 years. The very small local but central park is bordered by a mall, 2 schools (20 all-day kindergarten classes) and a small community centre. The Thornccliffe neighbourhood Office, City staff and the Thornccliffe Women’s Committee work as a collective to address critical social issues. Sharing resources and working toward a vision of a better quality of life has resulted in new equipment and opportunities through fundraising. Community engagement efforts over the years, understanding priorities and maximizing all available resources has been the key to providing recreation in intensified and growing neighbourhoods.

Action Plans

- B22. Reference the community engagement framework in strengthening localized service delivery and assess the staff capacity as one tool to implement a more focussed approach as Milton continues to grow in population and diversity.
- B23. Convene a forum of service agencies (i.e. all related government, non-profit, and volunteer organizations) within Milton to determine localized priorities and commonalities in order to look for efficiencies and resource sharing opportunities, and to reference the Province of Ontario “Community Hub” framework.



- B24. Investigate ways in which the organizational capacity of local groups and institutions could be strengthened. Professional development workshops and seminars in partnership with local businesses, Halton Region or other community stakeholders could be developed and offered to non-profit community organizations and individual volunteers and workers.
- B25. Provide training to staff in the community engagement framework.
- B26. Provide training to staff in creating community hubs within Town-owned and public facilities and spaces.
- B27. Prioritize efforts in neighbourhoods where supports are most needed.
- B28. Review the municipal decision-making framework for the allocation of grants provided to organizations delivering community recreation and cultural services.

## Performance Metrics for Recreation Services

Measuring performance in any endeavour can bring substantial benefits to any organization – not for profit, private sector or government - in the form of greater efficiencies, effectiveness and accountability. Measuring performance against identified targets and directions involves the ongoing process of ascertaining how well, or how poorly, a program, service or initiative is being delivered. It involves the continuous collection of data and analysis on the progress made towards achieving pre-established goals or outcomes. Performance indicators, or measures, are developed as standards for assessing the extent to which these goals or outcomes are achieved, alongside already established expectations of desired levels of performance. While it is useful to benchmark against other like sized organizations with similar populations and mandates; not all factors are the same and is not meaningful data in all cases. Measuring an organization against itself year over year often provides the most meaningful information.

The Community Services Department measures various results of its work to ensure that efforts are achieving the articulated priorities and includes:

- Monthly and annual budget actuals against budget targets;
- Fitness memberships and retention rates;
- Program statistics including the:
  - Number of programs, classes and penetration rates year over year in each age group (adult, pre-school, child, etc.)
  - Number of registrants' and penetration rates year over year in each discipline (arts, general interest, active living, etc.)
  - Number of unique clients in each age group (actual vs targets)
  - Number of unique clients by gender year over year in each age group; and
  - Membership/participation numbers for drop-in and casual opportunities;
- Prime and non-prime usage of facilities;
- Satisfaction levels in programs and facility rentals.

These measures keep staff focussed in being accountable for maximizing the use of publically funded programs and community spaces. In the context of the Community Services Master Plan Update, a performance measurement framework is being suggested as an effective tool for monitoring, capturing, and reporting



information on the key result areas and goals identified in the master plan update. The hope is that Town managers, Council, and other related committees and/or bodies, will use the performance management information to evaluate how well the priorities in the plan are being addressed and as to whether any modifications need to be made over the course of the plan horizon.

Incorporating diversity and community development measures into the Town’s annual performance evaluation would enhance efforts to reach out to the community and increase engagement and participation. Providing results to staff, Council and volunteers will help to reinforce a culture that values and celebrates collaboration and accomplishments as recreation supports many Town-wide and corporate priorities.

**Table 2: Suggested Performance Measures for the C.S.M.P. Update**

Key Result Area	Performance Measures – Comparison Year to Year
Programs and Service Priorities	<ol style="list-style-type: none"> <li>1. Capacity and fill rates of all programs and facilities</li> <li>2. Number of residents registered in learn to swim and swim to survive programs</li> <li>3. Number of residents in active recreation programs and related drop-in casual opportunities</li> <li>4. Number of children engaged in after-school programming opportunities</li> <li>5. Number of media impressions promoting outdoor play</li> <li>6. Number of engaged youth in recreational and sport pursuits</li> <li>7. Number of older adults engaged in recreation and sports pursuits</li> <li>8. Overall satisfaction levels of residents per program and service area</li> </ol>
Diversity and Inclusion	<ol style="list-style-type: none"> <li>9. Number of programs and participants in programs offered to promote diversity and inclusion</li> <li>10. Number of diverse groups working in partnership with the Town and results</li> <li>11. Number of disciplines (aquatics, fitness, programs, culture etc.) engaged in inclusive efforts and respective results</li> <li>12. Satisfaction levels of diverse groups in working with the Town to increase participation</li> </ol>
Community and Neighbourhood Connections	<ol style="list-style-type: none"> <li>13. Number of neighbourhood programs/initiatives and resulting participation</li> <li>14. Number of community groups supporting recreation and sports and resulting participation</li> <li>15. Number of volunteers/ discipline and annual hours in full-time equivalents</li> <li>16. Number of community hubs supported by the Town in whole or in part</li> </ol>
Partnerships	<ol style="list-style-type: none"> <li>17. Number of partnerships and participation in recreation programs and services</li> <li>18. Estimated cost avoidance as a result of partnerships (capital and operating)</li> </ol>
Fitness Services	<ol style="list-style-type: none"> <li>19. Number of fitness members</li> <li>20. Retention of existing members</li> <li>21. Member satisfaction per centre and as a whole discipline</li> </ol>



## C: Cultural Services Assessment

The following assessment examines the current level of cultural activity in the Town of Milton as part of the Community Services Master Plan Update. Cultural participation, arts and cultural municipal support and delivery and key issues were evaluated through stakeholder interviews, community input, a cultural forum and the consultant’s experience in municipal cultural planning.

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## Cultural Planning

### Culture in the Community

Culture is recognized as one of the four main pillars of community sustainability and is as essential and distinctive as economic prosperity, social equity and environmental health. In the seminal report produced by the Government of Canada – *From Restless Communities to Resilient Places* – culture is the ‘glue’ that binds together the other three pillars, providing the sense of shared identity and purpose needed to tackle challenges together. Culture helps build social capital and contributes to a vital and vibrant community.

As evidenced in other cities and towns in Ontario, Canada and around the world, culture contributes to a prosperous future for a community. Culture contributes to innovation and entrepreneurship, helping to attract investment and a creative workforce. It builds an attractive and welcoming environment and improves community image and safety. Culture adds to the quality of life of its residents and fosters a healthy and active sense of placemaking.

Culture in a community provides a sense of self and purpose. Culture is more than performing arts centres, art galleries or heritage trails. Culture is the shared experiences of a community that builds a collective sense of identity; and the inclusion of people from many different experiences and backgrounds, voices and stories that reflect all of the community. Self-expression, inclusion and creativity are the lifeblood of a municipality.

### Cultural Planning

In 2006, a federal advisory committee on the future of cities and communities, known as the Harcourt Commission, pointed to the recognition of culture as a key component of community sustainability. Since that time municipalities across Ontario, and Canada for that matter, have strategically approached the way they plan for culture. Over the last five years, there has been a significant shift in vision and understanding of culture. Municipalities started to think about and plan for the integration of cultural and heritage resources across all areas of municipal planning including economic development and downtown and neighbourhood renewal, land use planning, social services and liveability, new business development and population retention strategies.

The prevailing trend has been for municipalities to take a broader, more holistic approach to cultural planning. Cultural planning builds a shared vision and vocabulary related to culture involving the integration of arts, culture and heritage resources across all facets of planning and decision making. Recognizing the importance of cultural planning, the Ontario Ministry of Tourism, Culture and Sport (then the Ministry of Tourism and Culture) launched the Creative Communities Prosperity Fund (CCPF) in 2009 which supported municipalities and Aboriginal communities to undertake planning and provide opportunities for municipal cultural planning processes. Since this time, dozens of municipalities across Ontario have taken advantage of this fund to launch and undertake a process of cultural planning.

The essence of cultural planning is the recognition that culture is “place-based” – the belief that cultural resources of a community, its constituents and its assets make a town or city unique. Cultural planning involves and engages a wide and diverse mix of constituents from creators to participants. It connects people, groups, institutions and organizations from within the municipal administrations and across the community in order to make them part of the planning and decision making processes.

The prevailing trend has been for municipalities to take a broader, more holistic approach to cultural planning.



Cultural plans have become the essential planning tool for municipalities because it integrates and embeds culture in the municipal plans and policies across departments ultimately empowering the arts and cultural sectors. Culture is not considered the afterthought or the “nice thing to have” but rather a key economic driver contributing to quality of place and community sustainability.

The outcomes of cultural plans do not necessarily result in recommendations to increase funding to the arts and cultural communities. Cultural plans outline a set of priorities and implementable initiatives that may or may not include additional funding. Cultural plans endeavour to:

- Build capacity for arts organizations, individuals and institution enabling them to become more self sufficient and self sustaining.
- Foster greater participation in arts and community events and cultural experiences. This is achieved in a number and very specific ways to individual communities. Some examples have been supporting local festivals either through direct funding, incentives or in-kind provisions. Establishing arts and cultural programs in outlying communities and neighbourhoods is another important initiative.
- Coordinate communication and information sharing that reaches all residents of the community.
- Establish arm’s length arts organizations to advocate, coordinate, manage and facilitate arts, heritage and cultural programming.
- Recognize and embrace cultural diversity in a community including youth and the elder citizens. This has often been achieved through communication, municipal marketing materials and the development of grass roots initiatives.
- Support and celebrate cultural and heritage assets including museums, places of interest (historical sites, heritage trails, cenotaphs), community and arts centres, and public libraries.
- Encourage volunteerism and officially recognize the work of volunteers.
- Develop municipal and regional cross-departmental working groups to address efficient cultural service delivery, communication and community development.
- Leverage community leaders, businesses and other assets to encourage and support cultural initiatives and capacity building.

Cultural Mapping is a time consuming yet worthy endeavour. It is a systematic approach of defining and identifying cultural services, organizations and assets as well as creative workers and organizations and GIS mapping these coordinates throughout the town. This information is essential for urban planning and policy development. Arts Milton has attempted to create a database of cultural and creative workers in the community, however, a more rigorous and comprehensive approach requires funding and resources.

Action Plans	C1. Evaluate the most effective and beneficial approach to identify, record and classify the cultural resources (cultural mapping) in order to gain greater knowledge of Milton’s cultural community and its assets, in order to foster participation and improve cultural delivery.
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## Trends in Municipal Arts and Culture

### Departmental Roles in Delivering Cultural Services

In Ontario municipalities, particularly cities and towns the size of Milton, arts and cultural services are typically planned, facilitated, promoted and delivered through departments with shared services such as recreation and tourism. Economic Development and Tourism, Community Services, Recreation and Community Services, Tourism, Recreation and Culture are examples of municipal departments that are responsible for culture for the community. Most departments designate a person(s) who is responsible for cultural affairs, some form cultural divisions within the department, and almost all municipal councils appoint advisory committees comprised of community members to provide vision and direction to staff and council on arts and culture matters.

Over the last five to ten years, municipalities have taken more active roles in the way arts and culture is managed, procured and delivered. Municipalities directly fund arts and cultural programs, services and events such as festivals, public art and other arts programs. Funds are distributed through grants, cultural investment programs, arts councils and other arm's length organizations to arts groups, institutions and individuals. Many municipalities directly deliver arts and culture through the ownership and management of cultural facilities including performing arts centres, museums and other cultural centres. Municipalities indirectly support the delivery of arts and culture through marketing and communication initiatives (e.g. municipal website, social media, and tourism brochures). Larger cities are often able to leverage funding through tax incentives such as the Heritage Tax Relief for property owners, the provision of reduced or below market rent of municipally-owned facilities and planning regulations such as Section 37 Agreements (a provision under the *Ontario Planning Act* that is administered by the municipalities).

### Cultural Facilities and Programs

While many municipalities in Ontario have embraced cultural planning, others still continue to plan, invest and support specific cultural initiatives, programs and facilities. These "one-off" or annual investments are still important and integral to a community's cultural infrastructure. Often the development of cultural plans will coincide with the planning of specific cultural initiatives. Within the last five years, the City of Burlington and the Town of Milton opened performing arts centres – the Burlington Performing Arts Centre and Milton Centre for the Arts in 2011 and in St. Catharines, the new performing arts centre is under construction and slated for a 2015 opening. The Town of Oakville is currently planning for a new performing arts centre.

For smaller communities, performing arts centres or multi-purpose arts centres tend to be the one cultural asset that seems to be the most justifiable in terms of public expense and investment. They serve a wide and diverse range of people with a mix of professional and community performances. They serve as showpieces for a community – a symbol of cultural maturity and independence. Arts centres like the Milton Centre for the Arts offers art classes for families, children and youth and older residents as well showcases visual art in public galleries. In one facility, much of a community's arts and cultural needs can be fulfilled and encourages greater participation amongst its residents.

These facilities are typically funded by the province, the Federal Government and the municipality with corporate and private donations. Investment in performing arts centres also tends to be more attractive to local governments because of the higher potential for earned revenue on the operational side compared to a museum, for example. The Milton Centre for the Arts was funded in equal measures between the Government of Canada, the Province of Ontario and Town of Milton. All private donations are currently used for operations.

Many communities across Ontario support local programmatic activities that build civic pride and engage residents. Festivals are probably best examples of these types of programs. Festivals and events are cultural outputs that reflect a community's diversity, interests and identity. They are



often connected to the unique history and traditions of a community and foster awareness and appreciation for local culture and heritage. They contribute to a strong sense of community building, place-making, quality of life, economic development and to attracting and retaining a creative workforce – all of the same values culture brings to a community. In addition to serving the needs of its local residents, cultural festivals and events are also important elements of broader tourism strategies and municipalities see direct results through its investment.

## State of Culture in Milton

### Milton's Cultural Investment

The primary vehicle for arts and culture delivery by the Town of Milton is the Milton Centre for the Arts (M.C.A.), a \$45 million complex that opened in 2011 with capital funding provided by the Town of Milton, the Province of Ontario and the Federal government. Owned and operated by the Town of Milton, the M.C.A. is part cultural community centre, part art gallery and part performing arts centre. The M.C.A. presents a wide range of professional performances, art exhibitions and provides space for local community groups and organizations to use and present. Some of these groups include the Milton Players, Arts Milton, Milton Concert Band and the Milton Chinese Association in addition to a host of dance studios, film clubs and local and regional high schools, colleges and universities. In addition, the Milton Public Library is a multi-faceted cultural and community asset that has been an integral part of the Milton community since 1855 and its main branch is housed within the M.C.A. As a community hub for social interaction, cultural activity, information and education, the Milton Public Library fulfills a much greater role “beyond books” through the provision of a multitude of programs, events and services.

Discussions with the Town’s Cultural Services Staff suggest that programming for the M.C.A. is challenging. Its mandate is to appeal to a broad range of constituents while the facility must be accessible in terms of content and price as it must be inclusive. The challenge is the balance between commercial fare that appeals to the greater public and productions that have limited appeal but high artistic value to “broaden the cultural horizons” of the community. While commercial productions attract a large resident audience, it is unlikely visitors from outside Milton would attend (as they could find this in other local communities). More unique programming could boost cultural tourism.

The M.C.A. advertises its annual programming through its seasonal brochure, website, Town of Milton event calendar, local media, and social media. The M.C.A. and the Town of Milton do not promote or advertise non-Town or non-Centre events. In addition to its investment in the M.C.A., the Town of Milton (through Culture Services) contributes annual grants to Arts Milton (\$20,000 per annum) to manage Culture Days and to present four small outdoor concerts per year, as well as to serve as a cultural advisory body. Through grants to Arts Milton, Culture Days enjoyed tremendous success in its inaugural year and in the years since. Culture Days is a community-wide three day cultural event which celebrates creativity. Free to the public, Culture Days engages a wide array of artists, musicians, dancers, poets and magicians in demonstrations, performances and classes.

The Milton Community Fund Grant Program supports not-for-profit organizations and individuals whose initiatives “add to the quality of life within the community or enhance the image of the Town.” In 2014, \$334,000 of funding went to various recreational, artistic and cultural programs as well as capital improvement projects and to individuals. Of the total amount of grants provided in 2014, \$66,600 was allocated to arts and cultural activities.

The total annual Town of Milton investment in arts and culture is \$624,537, equating to about \$6.00 per capita (based on year 2014 figures). This includes \$604,537 of net operating expense for the Milton Centre for the Arts and the \$20,000 grant to Arts Milton. The \$38,600 for cultural



programming from the Community Fund is not reflected in this total. Generally speaking, Milton's per capita arts and culture spending is on the lower end of the spectrum among municipalities making a conscious effort to invest in their arts and cultural systems.

Furthermore, the Town of Milton's per capita cultural investment is primarily concentrated in one venue. Although the M.C.A. programs a broad mix of both professional and community events, residents might be better served with a more diversified funding stream to reach those constituents who do not participate in the activities at the M.C.A. Funding could be distributed to organizations, community groups and individuals who in turn could deliver programs and services in community centres, seniors residences, churches and mosques, and schools throughout Milton. The same way that programs such as youth drama programs, sculpture or other creative arts are offered at the M.C.A., other similar programs could take place in other community centres (e.g. the Milton Senior's Activity Centre, proposed Sherwood Community Centre, etc.) or parks, for example. Other Town- owned assets such as heritage buildings could be made available to arts and cultural groups for programming.

The message is that not all residents in Milton are inclined to use one facility to fulfill all their arts and cultural needs. Regardless of the quality of programming, many residents may feel intimidated using the M.C.A. for art classes and would feel more comfortable and more apt to partake in cultural activities in their own neighbourhoods. As well programs could be more customized to meet the specific needs of a community (e.g. video game design or digital media design for teenagers). In some cases, programs could be duplicated from those offered at M.C.A. and some could be specifically created for the other communities. There is also a potential for economies of scale if a single program is developed but can be delivered in multiple locations.

The M.C.A. does a good job of providing a broad mix of programming that appeal to a wide audience. Most popular programming is live music and the most successful in terms of ticket sales featured well-known headliners such as Jesse Cook and Roch Voisine. Theatre and dance tend to be the two art forms that have the least appeal to the general market. Community and theatre groups such as the Milton Chinese Association and Milton Players, who rent space from the M.C.A., draw strong crowds for their performances but for their already committed audiences. Milton Players has historically drawn well and continues to do so, indicating that they have experienced increased ticket sales since their move to the M.C.A. The Milton Chinese Association's annual Chinese New Year's gala features traditional Chinese performance arts including folk, dance, martial arts, and singing that draws primarily the Chinese community.

Based upon experiences elsewhere, the M.C.A. may explore the following strategies (at a minimum) to boost overall appeal:

- Booking programs that appeal to a diverse audience and/or explore programs that deal with diversity to encourage a melding of audiences. When the M.C.A. rents spaces to an organization, it has no control over who is attending.
- Present children and youth-oriented theatre to attract more families and younger audiences. It is important, particularly in a new theatre market such as Milton, to build audiences; the best place to start is with children. A good example of this is Linamar at the River Run Centre in Guelph. It is dedicated to building "wisdom and understanding of life's broadness and diversity through exposure to performing arts". The program is aimed at audiences for grades 1 through 8.
- Incentifying youth audiences through discounted events again to build audiences into adulthood. The EyeGo program at the MCA, as well as other venues across the country, offers low cost shows to high school students inviting them to make their "own choices and experiment by taking in performances that capture their imaginations."



Action Plans	<p>C2. Investigate ways to support arts and culture programs in community centres in outlying neighbourhoods– beyond the library and Arts Centre. Many of the programs developed for the Milton Centre for the Arts could also be offered at other municipal facilities (e.g. the Milton Senior’s Activity Centre, the proposed Sherwood Community Centre, and heritage buildings) or at local high schools and places of religious assembly.</p> <p>C3. Promote cultural hubs within the Town to create greater opportunities for arts and cultural groups to interact and for residents to engage with arts and culture providers. Cultural hubs do not have to be anything more than centralizing around existing assets such as community centres or Library branches, for example. The concept is decentralization – moving away from aggregating all cultural activities in one facility and one location.</p> <p>C4. Explore opportunities to augment the number of universal arts programs, particularly for the children’s market.</p> <p>C5. Explore an enhanced and/or more equitable allocation of funding specific to the municipal arts and cultural portfolio in a manner that allows the delivery of arts and cultural services to reach a greater number of residents (i.e. the Milton Centre for the Arts presently receives over 95% of all arts and cultural expenditures, a portion that may be adjusted to achieve greater balance with other arts and culture priorities).</p>
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### Coordination in the Arts and Cultural Sector

Community Cultural Providers	<p>The Town of Milton is fortunate to have a committed group of community arts and cultural providers. In addition to these mostly volunteer organizations, many artists and musicians reside in Milton who do not necessarily make their living as cultural professionals. As well there are a number of professional artists and creative workers including designers, architects and photographers who live and work in Milton.</p> <p>Among the most recognized arts organization in Milton is the Milton Players Theatre Group. This community theatre company has been a Milton cultural staple for thirty-five years performing in churches, community centres and schools. Milton Players now presents three productions each year at the Milton Centre for the Arts. A Cappella Showcase is an International Championship women’s chorus group that teaches and trains women of all ages to sing and perform in a cappella harmony. Winner of numerous awards, A Cappella Showcase participates in a number of international competitions and performs locally.</p> <p>In addition to these well known theatrical and musical groups, there are several other smaller choirs, artist guilds and visual arts collectives that all contribute to the arts and culture landscape in Milton. These organizations operate as not-for-profits who derive funding through provincial and federal grants, private donations and small amounts of earned income. Culturally specific community groups such as the Milton Chinese Association and the Italian Canadian Club of Milton all play a part in the Milton cultural scene presenting a variety of cultural offerings primarily for their individual communities.</p> <p>Museums and historic sites in the Town are operated and managed by the Region of Halton. The Halton Region Museum, the largest of these institutions, is dedicated to collecting and conserving artifacts significant to Halton’s history and heritage. The Halton County Radial Railway, Waldie</p>
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Blacksmith Shop and the Milton Historical Society (located in the Blacksmith Shop), and the Country Heritage Park are the other museums and organizations that preserve, record and interpret Milton's historical and cultural heritage.

Arts Milton is the de facto arts umbrella organization in Milton, developed in the early 1990's to coordinate and assist with arts and cultural endeavours in the Town. Along with the Fine Arts Society of Milton (FASM), Arts Milton played a strong role in assisting the Town with the development of the Milton Centre for the Arts and while it is not a Council approved Committee, Arts Milton is the organization that the Community Services Department looks to for advice about arts matters and have appointed a staff liaison to the group. Over the years, Arts Milton has evolved into a member-based arts organization that promotes visual, literary and performance artists, as well as supporting heritage groups in Milton and the surrounding area. Its mission is to stimulate the enjoyment and understanding of the arts, enrich the cultural atmosphere in the Milton area and enhance awareness of local arts events. In addition to its role as arts promoter, advocate and supporter, Arts Milton presents two major events in the town consisting of Culture Days at the M.C.A. and Summer Days. During Culture Days, professionals, amateurs, community groups and organizations showcase and demonstrate everything from photography to performance art, culinary arts to creative writing, new media and interpretive dance to improv. Summer Days, the other event Arts Milton presents is a free series of entertainment showcasing the best of Milton talent including music, dance and theatre. Performances take place every Wednesday in July in front of Milton Town Hall.

Other town cultural events, organized by local volunteer groups, are the Milton Film Forum and the Downtown Milton Street Festival. Milton Film Forum is coordinated through the Toronto International Film Festival (TIFF) and presents the latest independent, international and Canadian films. The Downtown Milton Street Festival, organized by the Town and downtown BIA, features over forty performing artists showcasing a broad range of music from folk, jazz, rock, blues, celtic and country. This popular summer event is ranked among the top 100 festivals in Ontario and the Town can continue to lend its expertise to build upon the successes of these events to further grow their internal sustainability while increasing cultural capacity for Milton as a whole. For example, it makes more sense to grow an existing and successful festival rather than starting one anew in order to achieve greater reach and diversity. More performances from other cultures (that represent the various communities in Milton) could be added to the Downtown Street Festival roster. As well, children's music programs could also be supplemented to the festival's roster to encourage families and acts aimed at teenagers.

#### Coordination and Collaboration

There is limited coordination, communication and collaboration amongst the various arts groups and organizations, individual artists and the Town of Milton. Although Arts Milton tries its best to engage and coordinate various community events, they are a small volunteer organization with a modest budget. The Town provides Arts Milton with financial support to operate, and also supports them to grow their programs and services and in their pursuit of additional funding from appropriate sources (e.g. grants, sponsors, Trillium Foundation). Also there appears to be a lack of coordination and communication between the Town of Milton and Halton Region with respect to cultural facilities and programs. A good example is cNiagara ([www.cniagara.ca](http://www.cniagara.ca)), which is an online resource for all cultural and community events developed by the Region Niagara with the collaboration, cooperation and input from its lower-tier municipalities.

Additionally, the Town does not have a mechanism to coordinate local arts and cultural programs and activities as there is presently no Town advisory committee or organization that can coordinate activities around Milton, or facilitate groups and organizations to work together. It is suggested that the Town work more closely with Arts Milton, Milton Public Library, FASM and the Region of Halton to undertake some of the initiatives identified in



this section. Of note, many municipalities form advisory committee for arts and culture. These committees advise council on all cultural matters and are the eyes and ears of the cultural community.

The overall intent of strengthened coordination and collaboration is to build the organizational capacity of the arts and cultural sector through community development. As alluded to in previous paragraphs regarding the Downtown Street Festival, building upon existing expertise and social capital is usually more effective than trying to start over again. As an example, the City of Brantford’s Economic Development & Tourism Department and the Business Resource Centre offer a range of capacity building workshops which include training opportunities for the cultural and not-for-profit sectors. In providing organizations with the tools to succeed, the Town fulfils a key goal of indirectly facilitating services through enabling and empowering its community to provide meaningful facilities and services to residents.

Improving coordination, collaboration and the delivery of municipal/community-based programs can also be achieved through policy development. Policies, however, are only as good as the people that enforce them. For example, the Public Art Policy within the Milton Official Plan (Section 2.8.2.45) is simply a strategic guideline as there is no mandated 1% of construction for public art policy in the Town. It is a worthwhile policy to have as it least provides public cultural amenities for the Town and paid for by the private sector.

Action Plans

- C6. Determine how the arts, cultural and heritage assets, programs and services within municipal departments as well as Halton Region could collaborate more closely to provide optimal cultural delivery to the residents of Milton.
- C7. Strengthen support provided to Arts Milton to enable this organization to operate as the official arms-length or independent arts umbrella for the Town of Milton, in order to support and advocate for arts and culture in the community to more efficiently deliver cultural services to the Town.
- C8. Investigate ways in which the organizational capacity of arts and cultural groups and institutions could be strengthened. Professional development workshops and seminars in partnership with local businesses, Halton Region or other community stakeholders could be developed and offered to arts organizations and individual artists and cultural workers.
- C9. Determine ways in which the Town could strengthen the support and expand the Downtown Milton Street Festival to be more multi-disciplinary and more multi-cultural to reflect the diversity of the community.
- C10. Engage the private sector, including local businesses, as supporters, potential funders and capacity builders of Milton’s arts and cultural sector. The corporate sector should be engaged in arts and culture beyond donations and corporate gift-giving. Lawyers, accountants and other business leaders should be approached to impart their experience and knowledge in helping not-for-profit entities run their organizations more efficiently and business-like.



## Communicating Arts & Cultural Opportunities

### Key Issues

There is limited means to communicate all of the cultural programs, events and services in Milton, particularly in the absence of a local radio station or daily newspaper, and thus many residents are unaware of the cultural activities in Milton. The Town’s current practice for communicating arts and cultural programming is through Leisure Guide and the M.C.A. brochure. The Leisure Guide lists primarily recreational activities across the town and arts and cultural programs offered at the M.C.A. only. The M.C.A. produces a seasonal brochure for programs and events at the M.C.A. The Town does not facilitate, promote or communicate any other arts and cultural programs, services and events. The City of St. Catharines, for example has developed an online quarterly guide that lists all arts and cultural events, coordinating all arts, cultural and heritage activities and events in one resource.

Milton is home to a growing population base of new immigrants from many different cultures and backgrounds. However, many of these groups do not participate widely in cultural programs at the M.C.A. or in other “mainstream” cultural events in and around the town. Culturally specific groups such as the Milton Chinese Association, the Italian Canadian Club of Milton or the Milton Muslim Association tend to program activities within their own communities with limited integration and interaction with the rest of the community. As well, many of Milton’s new residents were born and raised in nearby communities and often participate more in cultural activities in the places from which they came rather than in Milton.



### Action Plans

- C11. Work with the various arts organizations, volunteer groups and festival organizers and the library to collectively build audiences for arts and cultural services.
- C12. The Town should consider a community services marketing piece oriented to the Milton Centre for the Arts and/or the broader arts and cultural community, largely leveraging cost-effective platforms such as digital and online media. As part of this strategy, the Town could also develop a micro-site to [www.milton.ca](http://www.milton.ca) that posts cultural events and programs with links to individual organizations in order for residents to stay current with the cultural activity in Milton.
- C13. Consideration should be given to how programs and events are communicated. Marketing should be tailored to specific communities (i.e. language, messaging, more inviting and inclusive events), to youth, teenagers, families and older citizens.



## D: Fitness Services Assessment

The following sections present information about Milton’s current fitness unit as well as a strategic direction for the future provision of the Town’s fitness and active living facilities, programs and services. To provide context and to frame our observations and conclusions, we also provide relevant and applicable information about the general state of the fitness industry.

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## Background

The following sections present information about Milton’s current fitness unit as well as a strategic direction for the future provision of the Town’s fitness and active living facilities, programs and services. To provide context and to frame our observations and conclusions, we also provide relevant and applicable information about the general state of the fitness industry.

### The Crisis of Physical Inactivity

Canada is facing a national health care crisis caused by a combination of physical inactivity and poor eating decisions within most populations across the country. The combined effect of these unhealthy lifestyle choices has resulted in a dramatic rise in the number of obese Canadians. While historically these conditions were restricted to adults, it is now becoming increasingly apparent that young Canadians are not active enough to sustain adequate health levels over their lifetime. In fact, there is an increasing body of evidence that suggests that for the first time in history, the current younger generation will not have the longevity or quality of life enjoyed by their parents.

According to the 2014 Active Healthy Kids Canada Physical Activity Report Card, Canada is among the world’s leaders with respect to our relatively sophisticated physical activity policies, places and programs such as in community and built environments, schools and organized sport. But, unfortunately, even though we excel in these areas, Canadian children’s overall physical activity level is a D-, clustered near the back of the international pack with Australia, Ireland, the United States and Scotland. Even though 84% of Canadian kids aged 3-4 are active enough to meet guidelines, the level of activity falls to only 7% of kids meeting guidelines at ages 5-11 and only 4% meeting guidelines at ages 12-17<sup>4</sup>.

In 2010, a CBC/Leger National Health Survey revealed obesity as the leading health issue among Canadians – a view held by both adults and youth survey respondents. This is interesting, since half of adults surveyed considered themselves overweight or obese. Despite recognizing themselves as being overweight, most believe that they generally live a healthy lifestyle, eat a healthy diet and maintain a healthy weight. When asked what would motivate them to become healthier, the most popular answer was when they feel out of shape<sup>5</sup>.

Even though we know that the majority of the Canadian youth population is not active enough to achieve health benefits, physical activity levels actually decline as a person ages. On average, young people are exercising vigorously nearly five hours a week (which is less than half of the recommended amount of activity) while adults average around two hours. And yet both adults and youth believe they should be exercising more to get or remain healthy. When asked why they might not be getting as much exercise as they would like, adults and youth gave similar responses, with the top three reasons being: not enough time, a dislike of exercise and not enough money to join a gym or purchase exercise equipment.

Federal, provincial and municipal governments are responding to this issue by developing strategies to increase awareness about opportunities for greater participation in regular physical activity as well as to encourage individuals to make wise food choices. For example, two of Ontario’s three major political parties had an “increase the province’s physical activity level” plank in their 2014 campaign platforms. Additionally, the ideas of being

<sup>4</sup> 2014 Active Healthy Kids Canada Report Card on Physical Activity for Children and Youth

<sup>5</sup> The IHRSA Canadian Health Club Report, The International Health and Racquet & Sportclub Association, Boston



physically active and maintaining healthy weights through proper diet have become mainstream as evidenced by the fact that popular media is now on board and are utilizing the activity concepts in advertising, news stories and lifestyle advice columns.

Many municipalities have become part of the growing physical activity movement and are partnering with national, provincial or community organizations with a mandate to promote and/or support healthy living behaviours. This may include simple strategies like aligning existing initiatives to encourage people to eat healthily, be physically active or to participate in sports endeavours. It might also include strategic decisions to remain or become a direct provider of physical activity and healthy living services that may also involve the provision of fitness services offered in a publicly operated fitness centre.

Health promotion and encouragement to embrace a physically active lifestyle has been a keen focus of Milton’s Community Services Department for years. In 2010, Town Council approved Milton’s Physical Activity Plan with the stated goal of:

“providing encouragement, resources, education, infrastructure and programs to ensure that Milton residents and employees are able to be more active, more often.”

Town staff are continuously working with community organizations and agencies to facilitate physical activity opportunities for Town residents. The Town has also aligned its strategies with initiatives that have been developed by other organizations such as Halton Region’s Blueprint for Action – A Physical Activity Strategy.

It is clear that Milton will continue to promote the community benefits of healthy behaviours including increased levels of physical activity. The Department’s updated Mission Statement encourages all residents of Milton to embrace active and healthy lifestyles through the delivery of quality recreation, parks and cultural services with a spirit of community engagement and collaboration. This can be achieved by the direct delivery of services (such as operating fitness centres and offering active living programs) or enabling physical activity organizations to gain access to Milton’s citizenry.

Fitness Services in Milton

The Town of Milton currently operates two full service fitness facilities - the Milton Leisure Centre (M.L.C.) and the Mattamy National Cycling Centre (M.N.C.C.) as well as a number of fitness programs and services available at the Milton Sports Centre (M.S.C.).

The M.L.C. fitness centre provides designated space for group exercise, cardio training, strength training and stretching. A gymnasium which is within the community centre occupies approximately 3,000 square feet and is used for general recreational purposes (94 hours per week) as well as large group exercise classes. Fitness patrons can register for or simply “drop-in” to access a variety of group exercise classes including stretching, low impact aerobics, step, cycling, yoga, Pilates, kick boxing, Zumba, Tabata, TRX, group strength and Going Strong for Older Adults. Fitness enthusiasts can choose to participate in Aqua fit classes or use the Leisure Centre’s lap pool for training purposes. The fitness studio at M.L.C. was renovated to enhance its ambiance and to increase the usability of the floor space by creating additional equipment storage capacity. The Town has augmented the Centre’s inventory of cardiovascular and strength training equipment to both update and round out the equipment choices available to fitness centre users. In doing so, fitness staff have rearranged the equipment layout to facilitate work out area circulation and enhance safety.

In 2012, the Town expanded its fitness portfolio when it began offering group exercise classes and dry land training in the exercise studio at the Milton Sports Centre. Members and pass holders at the M.L.C. and M.N.C.C. fitness centres can avail themselves of drop-in programs at M.S.C. Although there is no traditional fitness equipment offered at the Sports Centre (such as stationary bikes or resistance machines), the Town has provided a TRX system



that allows exercisers to use their own body weight as a form of training resistance. This system is a relatively new concept to the fitness sector and has been very well received in both private, not-for-profit and public settings.

In 2015, Milton added its newest full service training and fitness centre at the Mattamy National Cycling Centre. This facility fulfills a portion of the Town's Pan Am legacy obligation to provide a combination of high performance training and community sport opportunities. Once the M.N.C.C. fitness centre reaches its normalized operating state (after the 2015 Pan Parapan American Games) it will cater to the needs of a wide range of facility patrons including individuals associated with the Town's Cycling Centre partners – Sport Canada and Cycling Canada - athletes from a number of track and court sports and members of the general public. The M.N.C.C. fitness centre offers a variety of state of the art cardiovascular and strength training equipment, a group exercise studio, virtual interactive indoor cycling stationary bikes as well as locker and change rooms. The inventory of group exercise programs at the M.N.C.C. centre is currently focusing on strength programs.

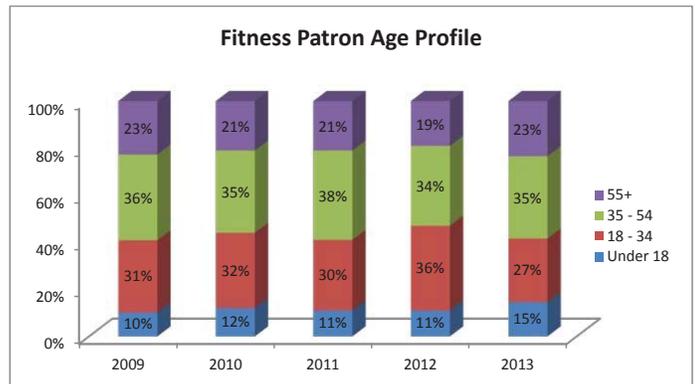
Fitness enthusiasts have the option of purchasing flexible membership and pass options, some of which allow for reciprocal usage of both the M.L.C. and M.N.C.C. fitness centres as well as fitness program opportunities offered at the Milton Sport Centre (M.S.C.). Specialized fitness classes for children, youth and families are also available at all three sites.

**An Aging Fitness Clientele**

According to Statistics Canada between 15% and 20% of the Canadian population are members or regular participants at organized fitness or sport club facilities. More than half of these individuals are affiliated with multi-purpose clubs or fitness centres operated by the private sector while municipal fitness centres and YMCAs service the fitness requirements of more than 45% of the total market. Miscellaneous other alternatives – such as condominium fitness centres or corporate wellness facilities - serve a small but growing portion of the fitness market. Often, an individual participant will join or otherwise frequent two or more facility types throughout the year.

Interestingly, over the past two decades, the market differentiation of fitness offerings between sectors has virtually vanished. In other words, the quality of facilities, type and variety of equipment and the range of services and programs are the same or very similar regardless of the sector affiliation of the facility. As a result, operators in all sectors are competing for the same participants. And, because the fitness products are so similar, the price point and associated "value proposition" are paramount to attracting fitness consumers.

In 2013, (the most recent available data year) 62% of fitness facility participants were between 18 and 54 years of age. While about one in five fitness members are from the 55+ cohort, it is anticipated that this age group will be the fastest growing segment of the future fitness market. Significant recent gains in the number of participants in the 18 – 34 age group somewhat muted the proportional impact of the oldest age segment.





Municipal fitness centres tend to attract slightly older users than commercially operated centres. Our review of the age segmentation of Milton’s fitness pass holders suggests that the Town’s facilities and programs cater to an older clientele – after discounting the effect of the recent change in the older adult age definition. YMCAs are popular with families and therefore children represent a significant proportion of a typical YMCA membership roster.

The growth in the number of older fitness members is likely a product of demographic changes in the general population rather than “physical activity converts” arising from the over 55 crowd. However, the aging trend is important because older consumers have different lifestyle and fitness goals and varied life cycle needs that will affect fitness facility designs and program offerings for years to come. Furthermore, marketing techniques and efforts to retain customers in this age category must be sensitive to their preferences and desires. For example, incentives and rewards such as raffles and complimentary merchandise are seldom of interest to this group, which suggests that older adults are most driven by intrinsic motivation such as becoming stronger and more fit so they can remain independent and healthy.

Colin Milner, CEO of the International Council on Active Aging writes: “unlike the past 30 years, the fitness industry’s future will be shaped by a new consumer group: adults age 50 and above. So, the industry’s growth for the next 20 years should be focused helping older people lead an active, engaged life. Older adults will drive innovation and will influence all things about the fitness industry - from product development and program design, to new training systems and environments. To maximize growth, consider building the following thoughts into your future fitness centre and program plans: functional solutions that help with loss of strength, power, cardio capacity, flexibility, vision, hearing, and comprehension; health and lifestyle coaching—ask what’s next; multi-dimensional wellness that is inclusive not exclusive; family and intergenerational, along with medical and alternative therapies; in-home training, and taking your services to senior centres, retirement communities, and a multitude of other settings; fall- prevention and power training; cognitive issues, opportunities, and solutions; experiences and socialization; engagement and fun, not sweat and burn. These are only a few of the areas that will require solutions created for older adults. It is about meeting their needs, capabilities, dreams, wants, and expectations.”<sup>6</sup>

According to a study by George Washington University, common preferences of older fitness and recreation facility consumers include:

- the availability of personal instruction;
- optional group or individual activities;
- safe and clean environment;
- friendly atmosphere;
- convenient and accessible location; and
- being affordable.<sup>7</sup>

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<sup>6</sup> Ibid

<sup>7</sup> IHRS/George Washington University – Older Adult’s Evaluation of Facilities, Spring 2008.

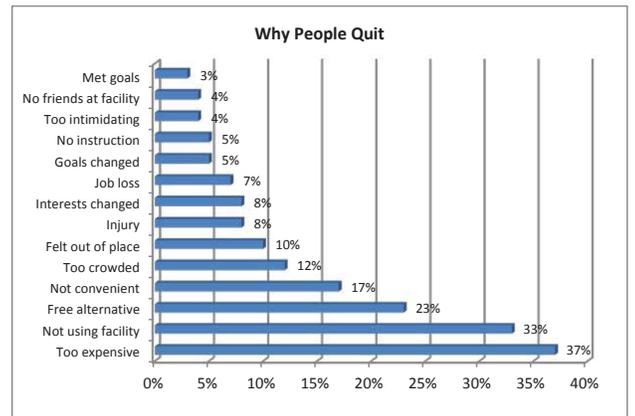
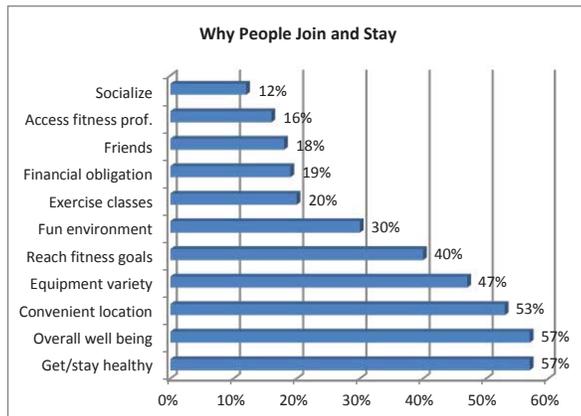


**Retaining Fitness Participants**

Retaining fitness patrons and program participants is the single most important factor in the success of any health, wellness or fitness operation. Paradoxically, significant dropouts or member attrition has plagued the fitness industry for years. The most successful centres are capable of maintaining a high level of retention through the delivery of uncompromised service in a comfortable environment that not only meets but whenever possible exceeds users' expectations.

It has been proven that the most successful approach to maximizing member retention is not a single program or last ditch effort to keep the participant coming back, but rather a well-orchestrated, long-term relationship building philosophy that is embedded in the day-to-day management of the facility. Cultivation of a caring environment coupled with consistent attention to the details necessary to guarantee the delivery of top quality services are vital ingredients to a retention-oriented operation.

Keeping fitness patrons is far less costly than attracting new ones. Progressive operators vigorously track their retention ratio and adjust operating and customer service approaches in response to even the slightest rise in user attrition. User retention is particularly important in an environment where attracting new participants may be challenging - such as during the economic downturn which has negatively affected the industry since 2007. It is impossible to overstate the importance of monitoring retention and implementing mitigating responses to member attrition that is beyond reasonable norms.



In our experience, municipally operated fitness centres are most often unable to accurately track retention because their IT support is not equipped to distinguish between new and returning patrons. We understand that this is currently the case in Milton. We suggest that the Town investigate methods of acquiring retention data to monitor the tenure of each fitness patron and then use retention as a performance metric that is routinely measured (monthly, quarterly and annually). If possible, we would also suggest the fitness unit undertake an analysis comparing retention rates

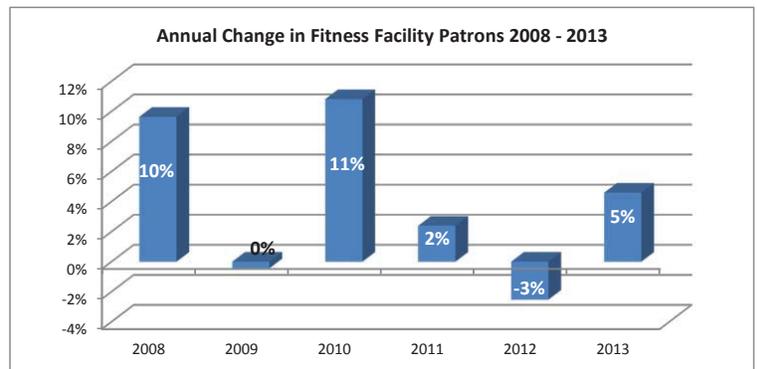


between member/pass holder types and age cohorts. The information mined from this retention analysis would offer valuable information about where improvement strategies should be deployed to keep people coming back.

**Maturing of the Sector**

Fitness participant numbers and fitness centre development trends seem to portray an industry that has entered the mature phase of its lifecycle. Since 2007, membership numbers have vacillated between years of growth (2008, 2010, 2011 and 2013 possibly caused by a rebound effect from a previous poor year) stagnation (2009) and losses (2012). This may be evidence that the industry has reached the mature stage of its life cycle. The International Health and Racquet Sport Club Association examined what this could mean for the future of the fitness business.

In a mature state, the supply of fitness opportunities is about equal to demand. This is when operators must focus on differentiating their value propositions, in an attempt to increase their market share to offset the decline of the industry’s overall growth rate – i.e. a reduction in the number of new fitness participants entering the market. If indeed the fitness industry has entered a mature state, operators must become creative to boost their value propositions and find new approaches to generate revenue from their existing patrons. Growing revenue per user will take on increasing importance. With stagnant industry growth rates, the market creates challenging competitive pressures that will necessitate the development of unique products, services and experiences, innovation to meet untapped needs and a renewed focus on retaining existing members.<sup>8</sup>



**A Competitive Market**

Milton’s fitness marketplace is extremely competitive. As is the case in most markets, Milton fitness enthusiasts can choose from large clubs (such as GoodLife Fitness and LA Fitness) or small studios offering a variety of programs. Specialty facilities that offer sport specific training or that focus on a particular niche market such as yoga or pilates are available either within Milton or in neighbouring communities. High intensity training environments (e.g. Crossfit) are also quite popular. Many of these facilities tend to be small businesses that generally operate out of storefront locations. Clubs offering martial arts training are also available and often provide group exercise and other traditional fitness opportunities.

As mentioned earlier, most fitness operators are providing very similar types of facilities, equipment, programs and services. Furthermore, membership pricing and packaging including length of term and services included in membership fees are very comparable from site to site. The

<sup>8</sup> 2013 Health Club Consumer Report, International Health and Racquet & Sportclub Association, Boston



similarities between the operating styles and prices charged by clubs and studios vying for a proportion of the fitness market means that consumers can choose from a variety of alternatives based on their personal circumstances. To “stand out from the crowd” the Town’s fitness centres will be required to establish a market position that is consistent with the fitness unit’s core values and that aligns with the needs, wants and expectations of the unit’s targeted clientele. Finally, the Town’s fitness services must offer a value proposition that is consistent with its price.

Operating a Public Fitness Centre



Overview

Municipal fitness operations compete for the same pool of potential members as are pursued by commercial fitness clubs and YMCAs. However, public fitness facilities are sometimes disadvantaged in this competition because of systemic or political influences that are specific to municipal fitness operations.

Municipal systems occasionally limit a fitness facility’s ability to be aggressive in marketing and promotional efforts to attract and retain members. Political sensitivities at times result in real or implied restrictions on the amount of advertising and the type of promotion that public centres are allowed to undertake. This can be caused by concerns of “not wanting to be seen as competing with private sector clubs” or may be simply a matter of not being comfortable with marketing concepts that are outside of normal municipal practices.

Other troublesome nuances and issues that from time to time inhibit municipal fitness operators include:

- the need to align program and business planning with typical municipal budgeting and user fee approval cycles;
- budget caps or reductions in keeping with prevailing municipal policies;
- restrictions on staff hires imposed by corporate human resource decisions;
- reluctance to “niche market” to a targeted group of local residents; and
- a desire to serve municipal ratepayers first, even though there may be an available and fertile market of non-resident members within a convenient distance from the centre.

Additionally, municipal fitness centres are often unable to remain current with cardiovascular or strength training equipment trends because of capital funding restrictions or the need to plan capital purchases in sync with municipal budget cycles.

In combination, these limitations sometimes cause public fitness centres to be less nimble and market responsive than their private sector counterparts. Identifying the possible influence of these types of issues and implementing mitigating responses can help to offset the impact of the limitations. This may require additional pre-planning or strategizing on the part of fitness managers and coordinators to ensure that the municipal operation is able to compete on as level a playing field as possible.

Performance Indicators &

In 2011, The JF Group completed a municipal fitness study that presented sector specific information to help municipalities plan and implement successful fitness centre operating strategies. We undertook the two phase study because of a general lack of common standards or benchmarks that



## Municipal Comparators

apply to publically operated fitness facilities. The study focused on 2009 and 2010 performance and operating data from 28 municipal fitness centres in the Greater Toronto Area.

We have examined selected operating indicators of the M.L.C. fitness centre using the same analytical techniques that were employed in the municipal fitness study. This facilitates comparisons between certain of the Town's fitness performance metrics and those of other municipal operations. The M.N.C.C. fitness centre has insufficient operating history to be included in this comparison.

Facility Size – the M.L.C. fitness centre provides group exercise space as well as cardiovascular and strengthening training equipment areas that are similarly available in other municipal fitness operations. In the municipal comparator study, fitness facilities ranged from a very small facility of 1,516 sq. ft. to the largest of over 20,000 square feet. The mean (average) size across all 28 sample facilities is 9,005 sq. ft. while the median (half larger and half smaller) size is 8,150 sq. ft.

A little more than one in five of the facilities included in the sample are small centres (less than 5,000 square feet) and more than 40% of the surveyed facilities are quite large (10,000 square feet or more). Taking into account all fitness space at the Leisure Centre (including the gymnasium), the M.L.C. fitness facility would be in the mid range of facility size compared to the centres that participated in the municipal fitness facility comparators study.

Fitness Equipment– Regardless of size, each municipal fitness centre in the comparator sample provides common types of equipment and services – understandably space availability and the number of equipment choices is greater in the larger centres. All facilities report offering some form of resistance training equipment - either free weights or selectorized machinery - and most often facilities offer both. Patrons exercise in designated strength training areas (100%), separate group exercise rooms (83%) and segregated stretching areas (79%) while enjoying access to a variety of cardio equipment. Virtually all of the centres offer treadmills, elliptical machines and stationary bicycles - which is entirely consistent with current fitness participation trends. Milton's M.L.C. fitness centre provides the same types of fitness equipment offerings as most other municipal fitness centres.

Fitness Programs - Group exercise in the form of step and low impact classes are offered by most centres in our comparator sample. Pilates is offered by 93% of respondents. Yoga, spinning, stretch classes and cardio boxing are provided in more than half of the studied centres. It is noteworthy that Pilates and to a lesser degree yoga are offered at about the same frequency as high impact exercise classes – once the mainstay of fitness centre programs. It is likely that these provision levels are linked to a broader physical activity trend. While people are remaining active or in some cases getting more active, they are pursuing less strenuous exercise alternatives and are most interested in activities that are less stressful on joints. This trend is especially applicable to exercise enthusiasts in the older cohorts – 50+ years.

Mental de-stressing, mind-body connections and a more holistic approach to physical activity and well-being are also high priority items for most of today's fitness consumers. For the foreseeable future it is likely that low impact exercise options will continue to be staples in the programming decisions of successful fitness operations. Additionally, exercisers are increasingly attracted to physical activity endeavours that can be undertaken

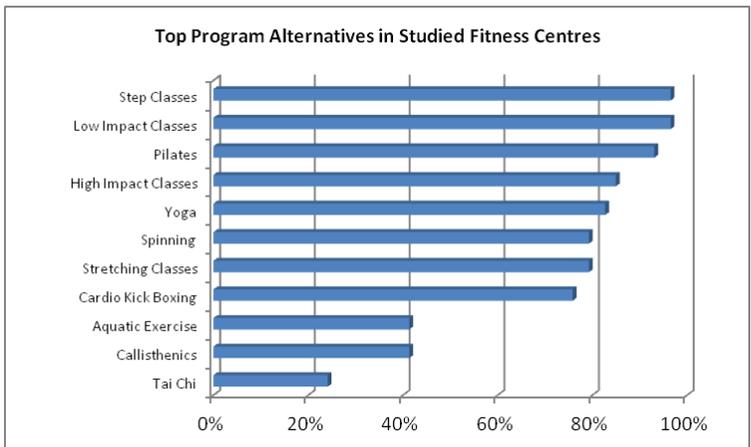


outdoors. This can take on many forms: a boot camp offered in a park; semi-structured but individual fitness activity using outdoor exercise apparatus installed on pathways (i.e. vita parcours courses); individuals biking or jogging on trail systems; participants of all ages engaged in interpretive walks through wooded areas; photography focused walks or bike journeys; etc. The most successful of these types of exercise alternatives combine an interesting activity with physical movement that provides a moderate to vigorous work out in an outdoor environment. Smart programmers will combine several program alternatives under one heading so the participants experience something new and exciting within the same program type.

The inventory of fitness programming in Milton is typical to the types of classes and instruction offered in other municipalities. However, the manner in which the Town packages its programs means that several of the more popular programs are only available on a pre-registered basis and are not included in fitness centre pass fees. While most other municipalities provide non-member program registrations opportunities, fitness facility members generally have access to most or all programming including specialty classes covered by their membership fees. Most often, if additional fees are applicable to registered programs, fitness members receive some kind of discount and/or other beneficial consideration – such as longer advanced booking privileges.

**Membership types** - All municipalities that participated in the comparator study offer a variety of alternatives through which the public can gain access to their fitness centres. Patrons can buy different lengths of memberships, purchase books of passes, pay drop-in fees or register in a fitness, wellness or lifestyle programs. Municipalities that operate more than one centre normally conform to a universal pricing policy meaning that consumers pay the same fee for similar services regardless of the centre they choose to patronize. This standardized pricing approach is in spite of the fact that facilities, equipment or amenities may significantly differ on a site by site basis within the municipality’s fitness inventory. All municipalities in the sample offer annual memberships as well as shorter term three month memberships. About half (55%) of respondents offer six month memberships while eight in ten (82%) sell one month passes.

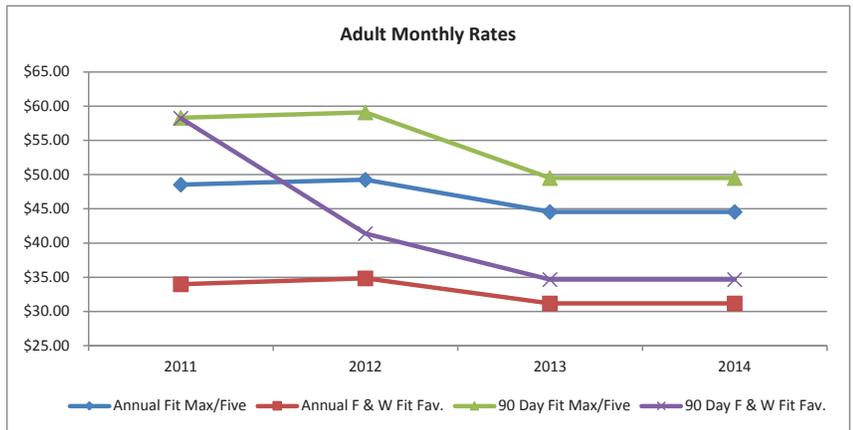
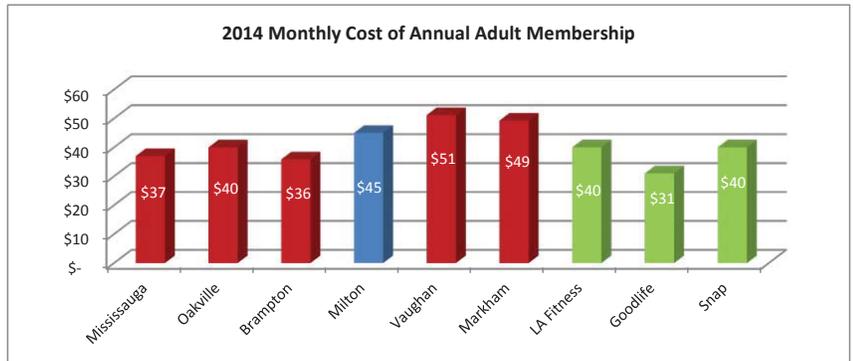
Milton also utilizes a universal packaging and pricing approach for members/pass holders who can access group exercise classes at the Sport Centre on a drop-in basis. As illustrated in the preceding information, convenience is a leading factor that will influence a person’s choice of fitness centre. In several communities we have observed that despite the ability to use multiple municipal facilities through reciprocity privileges, most members patronize the facility closest to their homes or places of business – indicating that convenience is a significant use factor.





**Membership Fees** - Fees are generally based upon the services included in the membership package (full or limited facility use), length of term, age of the participant (adult, youth or older adult) and type of membership (individual, couple, student or family). For the purposes of our analysis in the comparator study, we focused on the individual adult membership rates charged by each municipality. In 2010, annual adult membership rates ranged from a low of \$25.00 per month to a high of \$54.00 per month with an average of \$36.86 per month. In 2013, the average cost of an annual adult fitness membership to a comparable municipal fitness centre was \$39.69 per month. In 2012, Milton re-evaluated its fees and rate structure for fitness services. After reviewing the competitive environment, monthly rates were reduced by an average of 10% to be more in line with private competitors in the local marketplace. Additionally, the Town introduced 30 day and 10 day flex pass options as well as a more versatile drop-in arrangement. In 2013, the Town's price for an annual adult Fit Max and Fit Five membership was \$44.55 – a price point that remained unchanged in 2014.

The comparator study also revealed that most municipalities charge a premium for shorter term memberships – memberships of short durations generally cost incrementally more than relationships of twelve months. Our review of the discounting practices of participating municipalities revealed the premium that participants pay for committing to less than a year's membership. On average, the monthly value of a six month membership was 15% higher than the value of a single month of an annual membership. The average premium climbs to 30% for one month of a three month pass compared to the same time duration within an annual membership. Milton's 90 day pass is priced at an 11% premium above the monthly cost of an annual relationship – at the low end of the range of the premiums charged by other municipalities. As part of its pricing re-evaluation, the Town opted to discontinue offering a 30 day





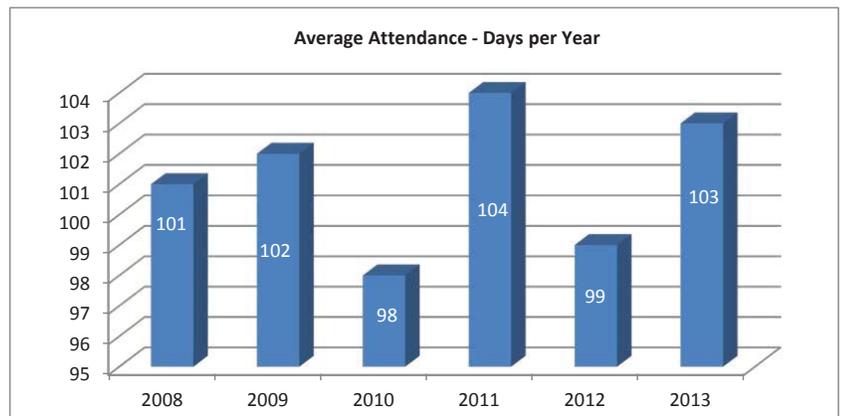
plan in favour of a more versatile Flex 30, Flex 10 and Day Pass system. Staff report that this pricing and term strategy has been well received by fitness centre patrons and program participants.

Recognizing potential members often view price as one of the most important purchase variables, we gathered local club membership fee data to highlight the fitness price environment in the Milton market. For comparison purposes, we also updated fitness membership prices charged by adjacent municipalities.

Despite Milton's recent fitness prices reductions, an annual adult Fit Max membership at M.L.C. is among the most expensive fitness alternatives in the local marketplace – only Oxygen Fitness charges more than the Town. And, the M.L.C. fitness centre is smaller and less well equipped than are most of its commercial competitors. Consequently, to be successful in capturing a larger share of the available market, the Town's value proposition must be perceived to be superior to its competitors' through differentiation of product (i.e. what is included in a membership), the quality of the facilities, programs and services and the level of customer service enjoyed by facility patrons (i.e. making sure that each and every user's experience is rewarding, satisfying and enjoyable).

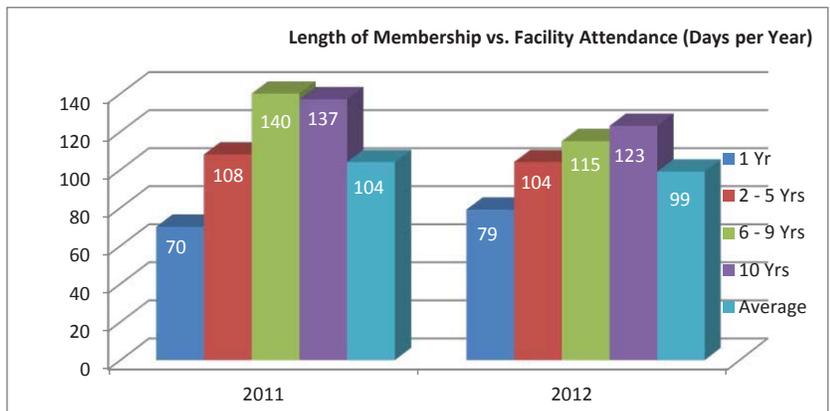
Facility Traffic - A well understood industry fact is that fitness members' perception of value is directly linked to their frequency of facility use. Therefore, any initiatives that raise the number of visits of Milton's fitness pass holders will beneficially affect sales and ultimately revenue. According to commercial fitness club data, in 2012, the average health club member visited their club 99 times, about three days less than they did in 2011 (comparable current data is unavailable for public sector facilities). Over the past five years, average attendance for health clubs has held relatively steady ranging from a low of 98 visits in 2010 to a peak of 103 visits in 2011. This implies that the average club member visits a club about twice a week throughout the year.

IHRSA reports that in 2013, 41% of fitness members used their club at least 100 times annually. This number of "core members" climbed by 3% compared to use data from 2012. In fact, it would appear that in general the industry is experiencing a growth in the percentage of members who use their club less frequently.





A study of the relationship between length of time that a person has maintained a membership (tenure) and an individual's frequency of use is also revealing. In 2012 (the most recent year this metric was calculated), members who had been affiliated with the club for more than six years visited their facility on average 16 to 24 times more frequently than the average member and 36 to 44 times more often than first year members. IHRSA asks the question "Does health club tenure drive increased club usage, or does the increased frequency of club usage drive membership tenure?" Also, "Are tenured members those individuals who are the most health conscious and therefore the most likely to use their club more frequently?" What is clearly evident is once members pass the one year threshold of tenure, their use frequency dramatically increases. This is an important finding because members who stay at a facility will not only use the club more frequently, they will also spend more on non-dues related services such as specialty programming, personal training and lifestyle counseling. Importantly, heavy users stay longer which contributes to higher retention and lower sales and marketing costs.



**Fitness Membership & Pass Sales Performance**

Membership and pass sales at the Leisure Centre fitness facility have significantly fluctuated over the past four years. In 2011, approximately 1,600 individual membership accounts were sold in the annual, 90 day and one month term categories. This sales performance was eroded by 22% of the following year before rebounding in 2013 and then again in 2014. It is likely the Town's price reduction and the introduction of a more convenient term length contributed to these sales improvements. In 2014, the Fit Fav membership represented 30% (590 units) of all sales with the Drop-in Flex Passes (411 units) contributing 20% to the membership count. While Fit Fav Aquafit was the least preferred option in the most recent operating year, sales of this pass type rose by 10% between 2013 and 2014.

It is important to distinguish between passes sold and the number of unique pass holders of the fitness facility. If a fitness centre offers a variety of short term alternatives, individuals will be inclined to buy several Flex 10 or Flex 30 passes over the course of a year. And because municipal fitness centres often cannot differentiate between short-term memberships bought by separate purchasers from several "repeat buys" by the same individual, member counts do represent the actual number of people using the facility. As is the case in most municipal facilities, Milton's fitness



centre operation would benefit from a more sophisticated type of monitoring system that could accurately track members throughout the course of their relationships with the facility. This sort of system would also help in monitoring and assessing retention performance.

To normalize the membership sales performance, we have calculated the number of annual member equivalents over the past three years. Interestingly, while the number of total memberships or pass holders declined between 2011 and 2012 the number of annual membership equivalents actually rose by 8%. This trend continued in 2013 and 2014 when the number of the annual member equivalents rose by 42% and 10% respectively. This sales performance illustrates that not only is the Town's pricing and packaging strategy helping to attract additional fitness consumers, but also certain individual exercisers are staying with the facility for a longer duration of time – suggesting that member retention rates are improving.



## Milton Leisure Centre Action Plans

For years, the M.L.C. fitness centre has been serving the fitness needs of facility members/pass holders, registered program participants and Milton residents who simply drop in for a work out. The Town's recent investment to renovate and re-equip the M.L.C. fitness centre demonstrates the municipality's commitment to its healthy community mandate through offering a modern facility from which quality fitness services can be delivered and enjoyed by Milton residents.

As suggested by much of the preceding information, operating a successful fitness business requires the deployment of a number of strategies to maintain the facility's relevance in the fitness community and to differentiate its value proposition in the minds of consumers. To thrive in a competitive market, operators must continuously deliver on their promise to help clients achieve healthy living and fitness goals in a pleasant, enjoyable environment. This requires consistent attention to the details of the business and ensuring that the centre's programs and services are on trend, top quality, convenient and affordable.

During the fact finding and consultation phase of this study, several informants indicated an interest in adding squash to the Town's inventory of fitness and sport alternatives. There are currently no squash courts in Milton and several local squash players must travel to clubs in Mississauga and other neighbouring jurisdictions. The sport of squash is currently undergoing a modest resurgence in popularity, especially in the area of doubles play. There would seem to be an opportunity to add two singles courts in the M.L.C. gym, while leaving enough room to accommodate group exercise in the remaining space (albeit with smaller class sizes than are currently programmed in the gym from time to time). In Appendix F of this Plan, we have recommended that the Town investigate the



feasibility of bringing squash to Milton. This investigation should examine the size of the available squash market as well as the capital and operating cost implications of this additional level of service. One alternative could be to work in partnership with the local squash community to probe capital funding opportunities (i.e. fundraising), operating models (potentially volunteers or a committee approach), etc.

Action Plans	
	<p>D1. Increase the value proposition of an annual fitness membership by:</p> <ul style="list-style-type: none"><li>a) Increasing the premium paid by shorter term pass holders by lowering the monthly cost of an annual relationship with the centre.</li><li>b) Providing annual members greater access and preferred pricing for the Town’s registered fitness programs – registered programs should also be available to short term pass holders but the price discount should be smaller and the advance registration preference should be less liberal.</li></ul> <p>D2. Establish a comprehensive marketing plan to promote the M.L.C. and M.N.C.C. fitness centres. The plan should include numerous integrated marketing, promotional, referral and public relations initiatives to ensure that Milton based fitness enthusiasts are aware of the facilities, programs, services prices and value proposition compared to competitors in the local market. The plan should strive to attract potential members/pass holders to “try it out” through either referral programs or introductory offers (Try 3 For Free for example). The plan should also include exposure of the fitness centre in the lobbies of the facilities so that visits to the centres could be leveraged into a sale of a fitness pass or membership.</p> <p>D3. Investigate and acquire a fitness centre management software package to assist staff in tracking fitness centre performance metrics (such as retention) – preferably the selected software can be compatible and integrated with the CLASS system.</p> <p>D4. Create (or identify) and implement a customer service training program to ensure that all facility and program staff are aware of their important contributions to members’/pass holders’ positive experiences while at the fitness centre.</p> <p>D5. Create and implement a member retention program. At a minimum, this should include a renewal incentive and could recognize and reward long term members for their continued patronage of the centre.</p> <p>D6. Create a non-dues revenue generation strategy. Revenue produced through the sale of personal training sessions, registered programs, lifestyle, fitness and nutritional counseling, etc. are important sources of income that assist many fitness centres become and/or remain financially self-sustaining. This strategy should identify methods of generating as much supplementary income as possible from the centre’s members/pass holders, registered program participants and casual users.</p> <p>D7. Continuously strive to deliver an inventory of intriguing, fresh and inspiring physical activity and exercise programs to excite and interest members/pass holders and registered program participants. Where possible, cross program to take advantage of two or three different types of activities within a single class. Take people outside, make use of the park and path systems, bring in special instructors; whatever it takes to grab the attention and excite existing and potential participants.</p>



## Mattamy National Cycling Centre

As mentioned earlier, a full service fitness centre has been developed at the Mattamy National Cycling Centre (M.N.C.C.). The facility provides equipment based fitness services and programs for a wide variety of clientele including high performance or up-and-coming athletes affiliated with Sport Canada, Cycling Canada or other sport governing bodies that will be located at the M.N.C.C. The facility is utilized by members of the Milton community on a fitness pass or membership basis. Finally, if the University establishes its Milton campus, the M.N.C.C. and its fitness centre will become the students' primary recreation and athletic venue.

Initially, the Town had planned to search for a qualified fitness management firm that would be contracted to operate the M.N.C.C. fitness centre. However, as the development has progressed and the Town's legacy obligations have been clarified, it is increasingly apparent that the facility's first few years of operations will be atypical to regular years of business after the initial turbulence subsides. In 2015, the M.N.C.C. will be unavailable for general use during the Pan and Parapan American Games. Due to the amount of time required to set up for the Games, stage the event and remove overlay equipment after the event, the facility will be out of service for about four months. And, given the unique nature of this world class building and the profile of the events it will likely attract in the future, these types of service interruptions may become commonplace.

Considering these issues and recognizing that the M.N.C.C.'s operating circumstance will be somewhat fluid until at least 2016, it would be difficult to establish a meaningful and productive management relationship with an external contractor during this period. Also, staff's dealings with the facility's developers, Sport Canada and others involved in the project would seem to put the Town in the best position to anticipate service interruptions or other operational issues and to establish mitigating responses. Consequently, it has been determined that the Town will initially operate the M.N.C.C. fitness centre. In view of this operating direction, we offer the following action plans.

Action Plans	<p>D8. Update the business plan for the M.N.C.C. fitness centre including revenue and expense projections for the first five years of operation. The business plan should set out all contemplated operating functions and anticipated performance levels - based on comparable municipal metrics drawn from Town's previous fitness experiences. Most importantly, the plan should specify the program plan, staffing model and anticipated sales performance presented in a budget format.</p> <p>D9. Operate the M.N.C.C. fitness centre in a manner relatively consistent with the operating profile of the M.L.C. fitness centre. While there may be a price premium paid for access to the higher quality fitness centre, the Town should leverage the transferability of patronage between the sites through a reciprocal use program. Accordingly, the recommended action plans presented for the M.L.C. fitness centre would also be applicable to the M.N.C.C. fitness facility.</p> <p>D10. If/when the M.N.C.C.'s operation reaches a relative state of normalcy – i.e. service interruptions and other operational impediments are kept to a minimum or at least occur with some predictability – revisit the merits of contracting out the management of the fitness centre. If under municipal management the fitness facility were to perform in accordance with expectations – i.e. consistent with the business plans projections, the Town may elect to maintain its management model status quo. Conversely, if the preceding years' performances were below expectations – and the poor performance is not attributable to uncontrollable circumstances – seeking outside management assistance may be well advised.</p>
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If the Town were to proceed with a search and selection process, a combination of the fitness centre’s business plan and its past performance would be used as a municipal comparator to guide the evaluation of proponent submissions.

## Milton Sports Centre

As mentioned in the trends section of this report, consumer preferences seem to be gradually shifting towards more traditional forms of fitness endeavours such as using a person’s body weight as a form of strength training resistance, core training making use of low tech balance balls or agility and flexibility exercises using stretching and posture strengthening techniques. Also, group or team training is gaining momentum as much for its social aspects as for its fitness results. None of these types of training opportunities require the provision of high tech equipment. Furthermore, the cardio and strength training area at the fitness centre at M.L.C. has unused capacity – a circumstance that could be exacerbated if the same type of facility were to be developed at the M.S.C. In combination, these factors lead us to recommend that the Town maintain the prevailing fitness strategy employed at the M.S.C. Where possible, the inventory of active living programs and the drop-in group exercise class schedule should be expanded or enhanced and staff should remain vigilant regarding the emergence of new “low tech” program or equipment trends. Additionally, the TRX system should be actively promoted as a simple, safe and effective training technique that can produce desired fitness results. Other recommended action plans include the following.

### Action Plans

- D11. Promote the fitness and active living programs and services at the M.S.C. as results focused, individual and group opportunities that take a balanced approach to achieving fitness goals. Differentiate M.S.C. from the equipment based facility at M.L.C. and M.N.C.C. by describing the facilities as complementary alternatives that can produce matching results while offering a different type of experience that helps to maintain an individual’s interest. Additionally, leverage on the high volume of annual traffic that flows through M.S.C. (1.5 million visits per year) by cross promoting fitness opportunities, passes and memberships throughout the Town’s entire system.
- D12. Explore opportunities to deliver or expand the delivery of personal training and other individual or small group fitness training instruction at M.S.C. This would be an extension of the aforementioned non-dues revenue generation strategy.
- D13. Investigate opportunities through which the M.S.C. can act as an active living hub from which community health and active living programs can be offered in the community rather than at either the M.L.C. or the M.S.C. site. This form of outreach may be particularly appealing to older adults segments of the market. Incorporated in this action would be opportunities to introduce fitness and active living programs that are organized outdoors, and could be focused on the use of complementary outdoor amenities in the Community Park south of the M.S.C.

## Sherwood Community Centre

The program plan currently recommended for the Sherwood Community Centre does not contemplate the development of a traditional, equipment based fitness centre. It is therefore, anticipated that active living programs, drop-in group exercise classes, small group training instruction and other forms of fitness activities would be delivered at Sherwood – similar to the strategy for M.S.C. Additionally, there is an opportunity to leverage the older adult oriented space at Sherwood to bring an older adult focus to some of the fitness endeavours and active living programs offered at the community centre. For example healthy eating and



cooking courses or fall prevention classes could target the needs of older adults who may already be on site to make use of the dedicated senior’s space. As suggested above, these programs may also be delivered on an outreach basis. Creating an older adult focus for a portion of its program plan could help to modestly differentiate Sherwood from M.L.C. – although some of the adult and older adult programs would likely be transportable between all fitness sites as well as the Seniors’ Activity Centre.

In a preceding section, we discuss the premise that the M.N.C.C. fitness centre will be expected to serve a variety of user groups. One of these groups would be University students who would consider the M.N.C.C. (and its fitness centre) as their primary athletic complex. In our experience, university students use fitness centres much more frequently than general fitness consumers – it is not unusual for university students to patronize a fitness facility 4.5 to six times per week compared to an average of two weekly visits by fitness enthusiasts from the general population. Given the size of the M.N.C.C. fitness centre and the expectation that will serve the needs of a variety of different groups, it is possible that the centre will become overcrowded. If this were to be an eventuality and should space permit, the Town could consider adding a traditional equipment based fitness centre to Sherwood. This suggestion is based on the relative proximity of the two sites (5 minute drive) coupled with the fact that a multi-purpose group exercise space and a swimming pool are already contemplated as part of the Sherwood development – which would allow for the delivery of a full service fitness centre similar nature to the M.L.C site. Therefore the recommended action plans are as follows.

Action Plans	<p>D14. Develop and deliver a full complement of active living programs and drop-in exercise classes at the proposed Sherwood Community Centre.</p> <p>D15. Leveraging the presence of the proposed older adult satellite activity centre at the Sherwood Community Centre, design some of the active living program inventory with an older adult focus.</p> <p>D16. If the M.N.C.C. fitness centre is unable to accommodate the use requirements of the Town’s partners at the M.N.C.C. - including the University – and should space permit, consider developing a full service, equipment based fitness facility at the proposed Sherwood Community Centre.</p>
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## E: Partnership Assessment

This Appendix explores the role of partnerships in delivering community services to Milton’s residents. The Town has a broad range of relationships with many agencies and organizations including service clubs, minor sports providers, school boards, etc., some of which are defined through formal agreements and others through mutual understanding. All relationships (existing and potential) are important to the Town as it considers the best ways in which to meet a broad range of community needs; building upon Milton’s history of collaboration with many stakeholders, this Appendix also explores ways in which to further relationships with five strategic parties that could result in innovative delivery of services and facilities: Wilfrid Laurier University; the YMCA of the Greater Toronto Area; Milton Public Library; Halton District School Board; and Halton Catholic District School Board.

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## Approach to Partnerships

### Overview

Municipalities throughout Canada are faced with intensifying demands to provide quality, accessible services in spite of shrinking budgets, a reduction of traditional forms of capital funding and changes to priorities that determine resource deployment. In response to these pressures, many local governments are pursuing creative methods of developing infrastructure and examining new means of delivering community services. Additionally, some departments are dealing with budget pressures by streamlining operations, reducing services or consolidating service units. Others are attempting to increase revenues through an increased focus on user fees or maximizing the outputs of entrepreneurial activities. Recently, an increasing number of municipalities are considering collaboration with traditional (other public entities) or non-traditional partners (not-for-profit or private sector entities) in an attempt to maintain or possibly enhance the number and quality of services.

Partnerships between local governments and outside interests are not new. Municipalities throughout Ontario – indeed across Canada - have benefited from facilities that have been developed in partnership with another entity. For example, the Haber Recreation Centre in Burlington Ontario was made possible through a unique, three-way partnership between the City of Burlington, Halton District School Board and Burlington Public Library. This joint use, fully accessible building acts as a full service sports and recreation facility featuring eight competition-sized gymnasias, a three-storey public high school and an integrated public branch library.

In other communities, service and program inventories have been supported or expanded via relationships with outside interests. For example, in jurisdictions throughout Ontario, the YMCA is operating facilities and providing aquatic and/or community wellness programs where the municipal recreation department was once the sole provider of these services such as in Niagara Falls or Innisfill, Ontario. Likewise, several municipalities have opted to align with private arena operators who help to develop, manage and program community rinks - such as in the City of Vaughan and the City of Hamilton, Ontario.

There is no single formula that is appropriate for all potential partnership situations. The project particulars, mandates and positions of the partnership candidates, local influences and the alignment of priorities are all factors that will dictate the nature of a suitable relationship – or if a partnership is even a reasonable possibility. However, as joint relationship concepts become more prevalent and refined, best practices for “doing more with less in conjunction with a partner” are becoming more widely understood as realistic considerations. As a result, municipal governments are more willing to wrestle with the many facets of new types of facility or service delivery models by developing frameworks within which all potential relationships can be conceived, crafted, evaluated, and managed.

### Goal of Partnering

There are nine factors that should be in place when contemplating a partnership relationship for a capital project or an alternative service delivery methodology.

- Individual excellence - partners have something of value to contribute to the relationship.
- Importance - the contemplated alliance fits the strategic goals of each partner.
- Interdependence - the partners need each other and their complementary skills to fulfill the goals and objectives of the project.
- Investment - there is tangible commitment of resources by all involved.
- Increased reach - the partners’ scope of service are expanded.
- Information – the partners communicate about goals, conflicts, problems and challenges.



- Integration - there are connections between the partners at several levels.
- Institutionalization - the alliance has a formal status and cannot be abandoned on a whim.
- Integrity - no partner will try to undermine the alliance.

Our review of partnership case studies suggests that the concept is a reasonable option for creating cost-effective solutions to both capital and operating challenges confronting certain recreation systems. However, partnerships are not a cure-all or a panacea for all the problems currently facing the public leisure sector. Too often, expectations are beyond the capacity of a partnership to deliver and consequently the relationship is eventually perceived as unsuccessful. Also, a partnership must be mutually beneficial and there will be inevitable give-and-take in terms of the project outputs. It is therefore advisable to establish clear and attainable objectives at the outset of the project and to tie the expectations of senior officials directly to the likely results of the relationship.

Partnerships between municipalities and outside interests generally involve one of the following objectives and/or outcomes.

- create or maintain public infrastructure
- improve customer service
- acquire access to more information
- reduce the cost of government procurement
- commercialize municipal resources
- provide public agencies or outside groups with greater access to new sources of capital
- capitalize on collective energies and expertise of participating groups
- optimize the use of public sector resources
- undertake major social or economic initiatives

## Milton's Current Approach

### Overview

The Community Services Department's Mandate statement indicates an intention to work with others in the pursuit of quality facilities and programs. And, Milton's strategy of developing relationships with partners is and will continue to be important to fulfilling the Department's service delivery goals in the most financially responsible fashion. In accordance with this mandate, the Town assesses the merits and drawbacks of proposed relationships and determines the most appropriate response to potential partnerships on a case-by-case basis. The most recent example of this approach was demonstrated when the Town explored, analyzed and eventually entered into a relationship with the Halton Catholic District School Board for the development of an indoor turf facility that officially opened to the public in 2014. It is anticipated that similar scrutiny will be applied to any future potential partnership opportunities that arise for the Town's consideration.



Committing to Partnerships

Organizations with successful partnership records share common traits:

- they have pre-established partnership expectations and guiding principles that are employed in partnership investigations and decision making;
- they identify the types of projects for which partnerships are applicable and remain constantly vigilant to detect emerging opportunities;
- they set the stage for “potential” future partnerships by pre-establishing the conditions, necessary outputs and processes that will be required to bring a “real” project to fruition in concert with a partner;
- they are willing to adjust internal processes, policies and procedures in response to project requirements (such as fast tracking background studies to meet an imposed deadline) or the needs of project partners (such as adjusting normal procedures to align budget cycles); and
- most importantly, that they are proactive in everything they do in their pursuit of partners and partnered projects.

In our experience, partnered projects are often missed opportunities because they are perceived as being too difficult, complex or outside of usual business practices. And, while most public and not-for-profit organizations agree with the notion that working together makes more sense than working alone, jointly developed projects or capital and operating agreements between these organizations are often the exception rather than the norm. Making an organizational commitment to the pursuit of partnerships and laying the groundwork to ensure preparedness should a partnership opportunity emerge, are excellent precursors to taking advantage of the significant financial and operational benefits that become available through working in collaboration with project partners.

Building on Past Successes

Milton understands the potential benefits of partnerships and has a positive history of capitalizing on opportunities as they emerge. We recommend that the Town build on its previous partnership experiences and proactively pursue partners and candidate projects that can contribute to the municipal facility inventory and it program and service delivery system. A commitment to explore and where appropriate create partnerships will undoubtedly require dedication of staff time and resources – which may seem difficult to justify when an opportunity is just an idea, thought or concept. But thoughtful and early attention to these notions and taking the lead by becoming a partnership champion will produce long term results that are not possible working alone.

### Summary of Partnership Discussions

The project Terms of Reference requested that this study examine potential partnership solutions that may be available through relationships with specific organizations. The following sections summarize input from representatives of the five potential partners identified in the Terms of Reference.

Wilfrid Laurier University

Over a period of some years, the Town of Milton and Wilfred Laurier University have been discussing a Laurier Milton Campus on lands referred to as the Milton Education Village (MEV). The MEV is intended to be a 400-acre comprehensively planned neighbourhood that includes the Mattamy National Cycling Centre (the Pan Am velodrome), the university campus, an integrated business park with focus on innovation, an integrated transit



hub, cycling and trail connections, student housing and residential developments and support services. Planning work for the overall secondary plan got underway in fall 2012.

Laurier has been working through a process with the Province of Ontario to receive Ministry of Education approval to move forward with its Milton Campus. While Laurier officials remain optimistic that the University’s application for the development will be viewed favourably, there are no assurances until the final “green light” is received from the Ministry. As such, Laurier has not undertaken any specific or detailed planning with respect to the manner in which it will become involved with or utilize the new velodrome facility. Despite the foregoing, the University has developed preliminary concepts and started to generally think about the University’s relationship with the Town once the provincial funding decision is received.

While still in the planning stages, the academic focus of Laurier’s Milton campus will likely include: general advancement of the number of Ontarians with post-secondary school credentials; general arts and science disciplines; economic sustainability; and environmental sustainability. At least initially, Laurier officials view the velodrome as the principal athletic facility available to students.

Laurier has experience in partnering with others in the development of sport and recreation facilities that serve its students. In Brantford where enrollment is currently 3,000 students, the University is partnering with the YMCA for the development of a \$60M facility that will include gymnasias, double tank swimming pool, large fitness component and support amenities. Given the Ministry of Education will only support the cost of academically oriented facilities, the project funding model includes equity contribution from the partners, \$40M from senior level of government through infrastructure programs, a \$5M fundraising campaign. While still under review, University officials anticipate that the facility will be operated by the YMCA. A combination of community user fees and a contribution from student athletic fees will pay for facility operations. The University also partners with the Brantford public library – texts books and other resources used by students are housed in the library rather than on campus, which is a relationship Laurier would like to duplicate in Milton.

In Milton, Laurier is proposing the campus would open with an enrollment of 2,500 students and will grow to 15,000 students over a number of years. The University strategically desires that each of its three campuses – Waterloo, Brantford and Milton – be structured and operated as autonomous Universities rather than satellite campuses. However, Laurier would be careful not to duplicate services on multiple campuses such as varsity sports programs. Given the Milton campus’s proximity of the velodrome, it is certainly Laurier’s intention to develop a varsity cycling program. Additionally the University would likely rent time in other municipal recreation facilities for varsity and intramural programs – the extent to which is yet to be determined.

**YMCA of the G.T.A.**

*The YMCA of the G.T.A.* – YMCA has developed a bold 10 year strategic plan that contemplates the development of ten new YMCA projects over the next decade. To fully realize its ambitious growth objective, the YMCA has been engaged in deliberations with numerous municipalities about collaborating on different types of facility developments. While the YMCA has not initiated formal discussions with the Town, YMCA officials suggest that Milton’s rapid population growth and the fact that it is serving over 1,000 Milton families through its childcare services has kept the Town “on the YMCA’s radar” as a viable partnership candidate.

The YMCA develops different types of partnership models depending upon the circumstances of their municipal partners. And, while the structures differ from community to community they typically involve a facility funded through provincial and municipal contributions plus YMCA fundraised capital – with the building on municipal property. Most recently, partnered YMCA facilities have included gymnasias, pool(s), fitness centre and



sometimes a library. Typical to most community development processes, stakeholder involvement and public consultation is normally included in the planning of these new partnered facilities and the development cycle is typically 3 to 4 years.

Specific to Milton’s situation, YMCA officials are concerned about the detrimental impact of a hospital fundraising campaign on the YMCA’s ability to undertake its typical fundraising activities. The YMCA expects a fair degree of donor fatigue once the hospital campaign has concluded. Therefore, it may be difficult for the YMCA to execute its typical partnership and funding model until the fundraising environment becomes more fluid.

There have been concerns whether if a new YMCA facility developed in the northwest corner of Mississauga – as has been rumored – would jeopardize the potential of a YMCA specifically intended for Milton residents. However, broaching the topic with YMCA officials suggested that the Town’s demographic profile and significant population growth are sufficient to support a Milton YMCA even if a new Mississauga development came to fruition.

Milton  
Public  
Library

Milton Public Library representatives understand the need for collaboration that result in practical savings by gaining order of magnitude efficiencies to contain costs. This can be achieved through shared space or joint use buildings that eliminate the need to duplicate building systems, etc. as well as collectively rationalizing the optimal use of tax-based support for programs and services between the Community Services Department and the Milton Public Library. The library currently collaborates with outside organizations in its efforts to advocate for children’s learning and literacy, such as its relationship with the Y camp that brings campers into the library for story time. There is also recognition that creative types of relationships are becoming increasingly important as a mechanism to lessen the financial burden on taxpayers across the region.

Milton Public Library officials are aware of other library situations where technology has assisted in containing operating costs especially in the areas of payroll – which is the most significant operating costs item of library systems. It would therefore seem advisable to undertake a review of technological advancement that may be applicable to new developments involving the Library.

The Library views its mandate, services and programming as fundamentally different from the *raison d’être*, programming and service delivery model of the Community Services Department. Both the Department and Milton Public Library personnel support a meeting of the minds with respect to opportunities to collaborate. The development of the Sherwood Community Centre may represent a useful departure point for meaningful joint planning involving the Library and the Community Services Department.

Halton  
District  
School Board  
(HDSB)

The Halton District School Board has two elementary schools and one secondary school planned for the Boyne development area – contingent on funding from the Ministry of Education. These projects should be reviewed as potential candidates for partnership with the Town. School Board officials believe in general that misalignment of planning cycles inherent in the school and municipal funding cycles is the single most significant impediment to developing meaningful partnerships involving large capital projects.

Officials cited Burlington’s Hayden Secondary School and the Haber Recreation Centre as a good example of where planning cycles happened to align to the extent where both the School Board and municipality were able to benefit from capital and operating cost savings. Ironically, the province is promoting partnerships but imposes strict time lines for planning and funding school developments which often impede the creation of appropriate



collaborative projects. Additionally, school board and municipal approval processes are also different which sometimes creates difficulties even when cooperation has been contemplated well in advance.

School officials suggested that potentially the Community Schools Consultation Committee could be a useful vehicle through which more effective long-term planning could be organized. Representatives from the Halton and Halton Catholic Boards sit on the Committee as do municipal staffs and elected officials. Potentially, a subcommittee or working group could be reactivated with a specific focus on the joint facility pre-planning, or the Town could meet one on one with School Board reps to further discussions on potential joint ventures.

There may be opportunities to increase the effective use of the information contained in the Board's Long-Term Accommodation Plan that is annually prepared to identify accommodation pressures and other issues regarding future developments. Similarly, the Town annually provides the HDSB with the municipality's long-term capital development plans. Potentially, a more structured approach to the use of the valuable information contained in both documents could lead to more thoughtful advance planning in potential joint use developments.

Halton  
Catholic  
District  
School Board  
(HCDSB)

The Halton Catholic District School Board's School Capital Priorities report (that is currently being reviewed by the Ministry) identifies that Oakville and Halton Hills will be the recipients of the Board's next two school developments. Given the Town's demographic profile, it would seem that Milton will be primarily in need of elementary schools in the near term; however, the impact of full day kindergarten has brought into question the actual long-term facility needs of elementary schools in the future.

HCDSB officials support the notion that the Community Schools Consultation Committee could be a useful vehicle to examine potential joint capital development projects early in the planning cycle. While Accommodation Plans and other capital planning documents are prepared in advance of provincial funding decisions, at least HCDSB and municipal officials could be fully apprised of potential opportunities should funding approvals be received.

Information sharing – in both formal and informal settings – was cited by HCDSB officials as critical to moving the yardsticks in terms of joint capital developments. In their view, political buy-in will only be possible with frequent and frank dialogue involving senior decision makers from both the Board and the municipality. They suggest that Town and HCDSB staff facilitate semi structured get-togethers to create a forum through which members of Town Council and Board Trustees can dialogue about collaboration and other forms of cooperation through which creative joint developments could be formulated.

Emphasizing the need for frequent and effective communication, HCDSB pointed to its relationship with the YMCA – which operates pre and post school programs out of Board properties. The program is extremely successful because it allows parents to drop children off at school at 7:00 AM and pick them up at 6:00 PM without any worry of the transition between pre and post school supervision. HCDSB and the YMCA are currently engaged in discussions to expand the program to include grade five and older children. HCDSB and the Town of Milton also have successful example of collaboration, including the recent Milton Indoor Turf Centre partnership agreement.

Expectedly, HCDSB officials identified monetary and territorial issues as the most significant impediments to cooperation on joint venture projects. Rationalization of subsidies, operational controls, cost recovery formulas, etc. are often the impediments to collaboration. However, both of the



Halton school boards and municipalities in Halton have a good track record of cooperation and generally “get along”. This goodwill could translate into a level of trust that could prove to be fertile ground for future joint planning discussions.

Promising Practices

There is no single answer or partnership structure that can be utilized by all municipalities contemplating a collaborative association with external entities. However, it is clear that with careful planning and deliberate forethought, partnerships and other forms of relationships can produce positive capital development, program and financial results. And, while the structure and particulars of each relationship must match the circumstances of the project’s situation, there are some common themes that are emerging as more partnership examples emerge.

- *Establish clear and attainable expectations* – while most agree with the principle of partnerships, frequently potential partners do not accurately articulate what they expect the relationship to produce. Early in the process – certainly before detailed partnership discussions – each prospective partner should identify its specific reasons for partnering and the anticipated outcomes of the relationship. An example of this would be to predetermine acceptable and unacceptable partnership results of a potential project. For example if Milton were to consider an agreement with an operating partner, would there be any business nuances that would not be acceptable to the municipality. In certain jurisdictions, membership fees or other facility access restrictions have only been discovered after the partnership has been consummated. It is much less cumbersome to identify these potential irritants in advance so that collaborative mitigation strategies can be developed.
- *Identify and strategize about potential risks* – risks are inherent in every relationship. Potential partners should ponder the type of risks involved in the contemplated arrangement and where possible identify methods of eliminating or otherwise reducing the risk’s impact on the project.
- *Determine a mutually agreeable partnership process* – potential partners need to understand the process that will be used to examine, structure and consummate potential relationships. Agreeing to a process that identifies milestones, deliverables, approval processes and a process schedule will ensure that each partner is aware of its responsibilities and commitments.
- *Create a communication strategy and reporting mechanism* – effective communication is an important component in the process of creating a successful partnership. The strategy should identify the manner in which partners will communicate with each other and the mechanism through which each partner will report to and receive approval by its senior officials.

Action Plans

- E1. The following general action plans are intended to assist the Town prepare for and undertake partnership discussions:
- a) Establish or reconfirm the Town’s expectations for partnerships and direct project leads to develop project specific goals and objectives.
  - b) Identify potential risks and appropriate mitigating activities make project leads aware of how to deal with risks while deliberating with partner candidates.
  - c) Designate project leads as the Town’s point people in developing each potential partnership.
  - d) Establish a communication strategy that project leads will use in discussions with potential partners.



- e) Evaluate the Town's partnership framework to examine different types of partnerships – i.e. types of partnerships that should be pursued, approaches to public/public or public/private relationships, response to unsolicited proposals, etc.

E2. Through discussions with Wilfrid Laurier University officials:

- a) Pending Provincial funding, initiate planning meetings to establish the premise of the relationship between the Town and the University.
- b) Establish specified objectives, procedures, reporting systems and a timetable that would be enacted immediately after a positive decision by the Ministry.
- c) Identify capital investment opportunities available through Laurier's funding relationship with the Ministry.
- d) As part of the planning meetings, address the most preferable operating relationship for the Mattamy National Cycling Centre.
- e) Determine the University's anticipated use for the fitness centre within the Mattamy National Cycling Centre to help in profiling the high performance and community use aspect of the fitness centre.
- f) Determine an appropriate rate and fee schedule charged to the University for students' use of the Mattamy National Cycling Centre facilities.
- g) Identify the University's desired use of other municipal facilities for intramural and varsity programs.
- h) Explore joint programming opportunities or the possibility of using students in certain program delivery roles.

E3. Through discussions with Y.M.C.A. of the Greater Toronto Area officials:

- a) Re-engage the Y.M.C.A. to confirm that Milton remains a viable location for a future YMCA development and determine any conditions that would compromise the Town from being considered a reasonable candidate.
- b) Validate that the Y.M.C.A. will only pursue capital partnership relationships if it believes that a fundraising campaign has a reasonable chance for success – if confirmed would thereby eliminate Sherwood as a partnership candidate project.
- c) Determine a process and schedule that positions the Y.M.C.A. and the Town to pursue a capital development partnership in future projects (such as in Boyne).
- d) Examine the potential of a relationship for contract service delivery (such as day care) or a landlord tenant relationship in existing or future Town buildings.

E4. Through discussions with Milton Public Library representatives:

- a) Work with the Milton Public Library to establish and/or agree upon: the mandate of each party relative to programming and service delivery; shared principles; areas of existing or potential service duplication; methods to ensure service alignment; service areas where



common policies and procedures are advisable (i.e. user fees, facility allocation and scheduling, revenue generation, cost recovery, etc.); and a program model for Sherwood Community Centre and Library.

- b) Determine appropriate charge back rates and room rental charges for one department's use of space that is carried in the other department's budget (finalize lease agreements).
- c) Through advanced pre-planning, identify opportunities where joint service delivery models are appropriate and advisable – i.e. common customer service desk at branch library located in future community centres.

E5. Through discussions with Halton District School Board and Halton Catholic District School Board officials:

- a) Organize a joint planning meeting involving the Town and both Boards to discuss appropriate methods to pre-plan potential capital partnership relationships so that a potential partnership can become a reality when Ministry funding approval is received.
- b) With Board representatives, establish a methodology to maximize the effective use of the information contained in the Boards' Long-term Accommodation Plans and the Town's 10 Year Capital Plan.
- c) With Board representatives and utilizing the Community Schools Consultation Committee as a communication vehicle, establish a protocol to maximize the effective exchange of capital planning information between the Town and the Boards.
- d) In consultation with both Boards, explore service delivery relationships (non-capital partnerships) such as extending the HCDSB's pre and post school Y.M.C.A. program to include appropriate Town locations.
- e) Establish an appropriate mechanism to allow Town Councillors and Board Trustees to engage in semi-formal discussions about potential joint venture projects.



## F: Recreation Facility Assessments

This Appendix contains the comprehensive needs assessments of recreational facilities provided by the Town of Milton. The assessments are based on a methodology that considers the existing (and anticipated, where applicable) supply in relation to current and forecasted socio-demographic information, trends and market conditions, feedback from community engagement activities, and appropriate service level standards. Needs and associated action plans have been developed in accordance with a three to five year planning time frame through which the Town's population is anticipated to grow from 92,860 in 2013 to 139,500 by the year 2018.

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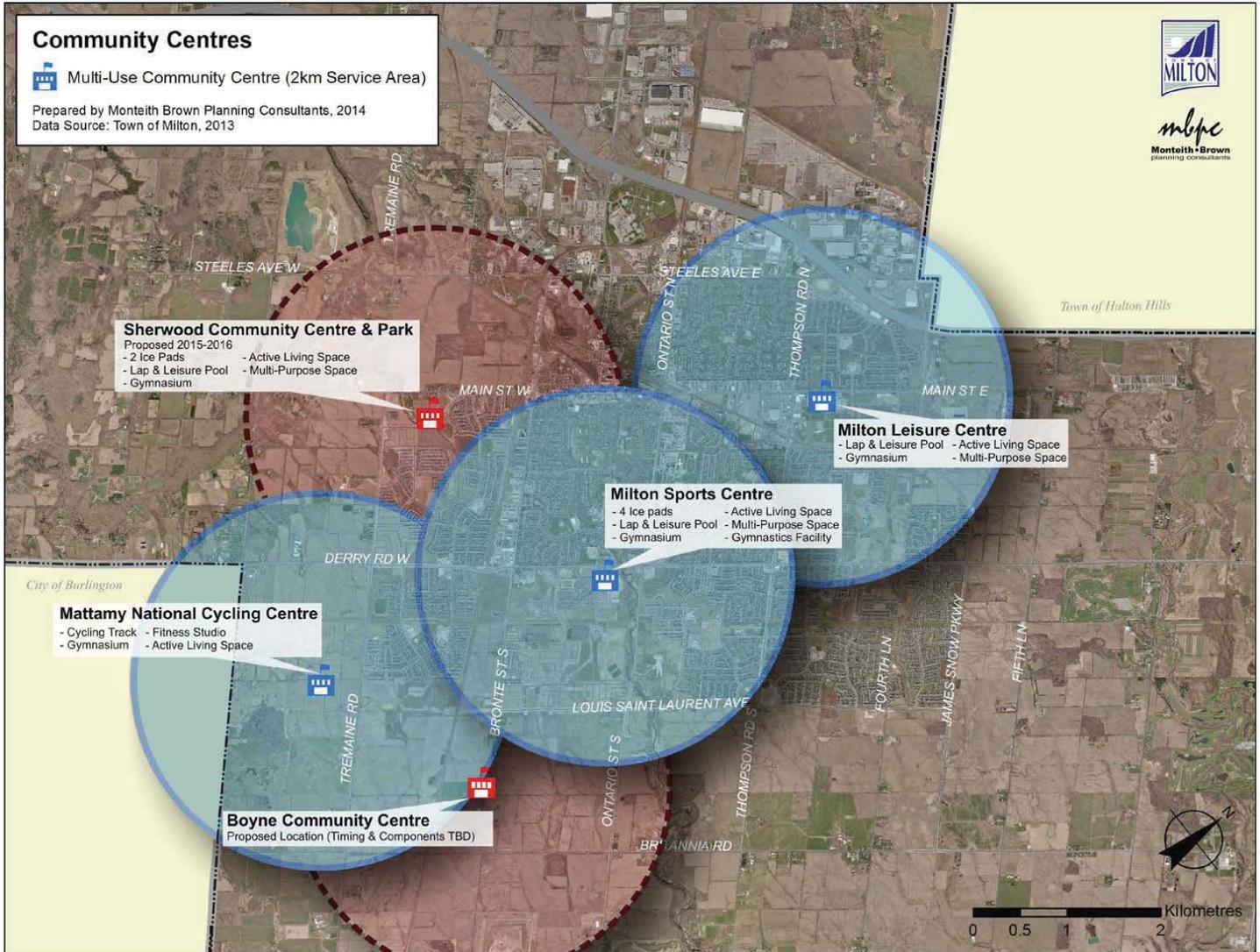
## Multi-Use Community Centres

Supply	The Town of Milton operates three multi-use community recreation centres (Milton Leisure Centre, Mattamy National Cycling Centre and Milton Sports Centre) and one multi-use cultural centre (Milton Centre for the Arts). The Mattamy National Cycling Centre (M.N.C.C.), opened in Winter 2015, contains a number of recreational facilities that were available for community use in advance of the 2015 Pan Am Games and will be broadly open to the public once the Games have concluded. There are a number of singular-focused indoor facilities operated by the Town that are discussed in the stand-alone community hall and integrated multi-purpose activity room assessments found later in this Appendix.
Market Conditions	Multi-use community centres continue to play a vital role in Milton, functioning as hubs of community activity that serves a broad spectrum of the population through the availability of many recreational and cultural services. Such facilities are often designed to provide welcoming, aesthetically pleasing and interesting spaces that encourage both programmed and spontaneous usage, including provision of quality common seating and lounge areas aimed at promoting social inclusion and informal gathering. In addition to indoor recreation opportunities, these multi-use community centres are typically complemented with a variety of outdoor recreation facilities such as sports fields, splash pads and playgrounds. Milton’s multi-use facilities are optimized to promote convenience and efficiency to the general public; they are places where time-pressed households can access individual or family-oriented activities simultaneously (e.g. a caregiver can utilize a walking track while a child uses an arena), allows the Town to provide enhanced services through cross-programming (e.g. seniors programs can leverage an active living studio followed by a swim in a pool), and the building can generate economies of scale through its operation (e.g. staffing and utilities costs tend to be lower compared to operating two stand-alone single-use locations). The provision of both indoor and outdoor recreational opportunities, particularly when co-located, can effectively contribute to establishing complete communities and enhancing quality of life for residents living around them.
Community Feedback	<p>Community input received throughout the C.S.M.P. Update process revealed overall satisfaction with the complement of facilities located under one roof, particularly at the Milton Sports Centre. It appears residents appreciate the cross-programming opportunities while user groups are benefitting from centralized facilities where dry-land training opportunities complement their core uses. Additionally, the Town’s <i>Community Profile Survey</i> (2013) found the following with respect to municipal community centres:</p> <ul style="list-style-type: none"><li>• The M.S.C. was used by 63% of the sample, followed by 59% at the M.L.C. and 37% at the M.C.A. Newer residents to Milton, particularly those living in the Town between five and ten years, were more likely to use drop-in recreation programs and facilities such as the M.L.C. and the M.S.C. Additionally, residents who feel like they are part of the community are significantly more likely to use the M.L.C. and the M.S.C.</li><li>• Overall satisfaction levels were 98% for the M.S.C., 96% for the M.C.A., and 88% for the M.L.C. For the M.S.C. and M.L.C., the highest priority items for increasing satisfaction included conducting improvements to rental booking process, food concessions (at M.S.C.) and washroom cleanliness (M.L.C.).</li><li>• Among those offering recommendations for improving the recreation services system as a whole, 5% suggested building more facilities or expanding existing facilities which represented the third most common response (excluding ‘do nothing’).</li></ul>

## Community Centres

 Multi-Use Community Centre (2km Service Area)

Prepared by Monteith Brown Planning Consultants, 2014  
Data Source: Town of Milton, 2013





## Needs Assessments

Needs assessments undertaken for the C.S.M.P. Update (as documented throughout the rest of this Appendix) confirm the need for the following facilities, all of which should be considered within what will be referred to as the 'Sherwood Community Centre' herein and located at the Sherwood District Park along Main Street (east of Tremaine Road).

- Twin-Pad Arena;
- Indoor Aquatics Centre containing a 25 metre lane pool with separate leisure tank;
- Active Living / Activity Studio; and
- Multi-Purpose Activity Space including a satellite facility for the Milton Seniors Activity Centre.

The facility is optimally designed in a manner that permits subsequent phase(s) of construction, possibly for a future fitness centre and/or ice pads if warranted by future demand noting, however, that the limited size of the site may constrain the extent of future expansion potential after factoring additional vehicular parking requirements and outdoor park elements that are ultimately implemented. Design flexibility considering future conversion or adaptive re-use potential should be integrated in the design process to allow the recreation spaces to respond to future participation and demographic trends. As part of the Terms of Reference for the C.S.M.P. Update, a feasibility study complete with architectural concepts and supporting business plan will be developed under separate cover.

### **Longer-Term Considerations beyond the C.S.M.P. Update Planning Period**

A second new multi-use community centre is anticipated to be required in the Boyne Secondary Plan area, however, the need generated for this facility places its timing shortly after the C.S.M.P. Update planning period (i.e. beyond 2018). That said, the Town will have to be proactive and strategic in its efforts during the short-term to inform planning for this facility thus the Town should begin initially considering potential locations, potential partnership(s), and possible facility components for a Boyne community centre. In doing so, there are two District Parks established through the Boyne Secondary Plan which have policies permitting inclusion of indoor recreation facilities.

The Boyne District Park West, located in the Walker neighbourhood (west of First Line) is the most plausible candidate for a new Boyne Community Centre based on present concepts and phasing plans. The western portion of the Boyne Secondary Plan is scheduled for the first phase of development, creating the critical mass and infrastructure servicing requirements necessary to support the future community centre at the time in which it is anticipated to be needed. The District Park West is also the larger of the two District Parks in Boyne, thus is better suited to integrating the community centre and associated servicing (e.g. parking) within its boundaries.

At this point in time and subject to confirmation toward the end of the C.S.M.P. Update period, it is envisioned that the Boyne community centre would be an ideal location for a twin pad arena, indoor aquatics centre, an active living studio and community activity spaces (similar in scale to the facility being proposed for Sherwood). The Boyne District Park West should also consider provision of sports fields, hard surface courts, playgrounds, skateboard/BMX park, and a major splash pad. Opportunities to develop institutional lands (e.g. a secondary school) immediately adjacent to the District Park parcel should be explored to potentially co-locate indoor and/or outdoor facilities with a non-municipal partner. Preliminary concepts envision the District Park West sitting adjacent to a secondary school site, creating joint-development opportunities for a community centre and high school through a strategic partnership with a school board (a notable recent example is the successful partnership between the City of Burlington, Halton District School Board and Burlington Public Library that resulted in the new Haber Recreation Centre).



Action Plans

- F1. Proceed with the development of a 'Sherwood Community Centre' at the Sherwood District Park, targeting opening in the year 2018. Subject to confirmation through the Sherwood Community Centre's feasibility study and business plan, this facility should contain a twin pad arena, indoor aquatics centre, active living studio, older adult activity space, and multi-purpose activity areas as discussed throughout the C.S.M.P. Update.
- F2. Design future community centres in a manner that permits future facility expansions and conversions that respond to future trends, conforms to the Accessibility for Ontarians with Disabilities Act, integrates principles of CPTED (Crime Prevention Through Environmental Design), considers green building designs integrating energy and water conservation measures, and seeks creative partnership opportunities in their construction and/or operation. New multi-use community centres should be located within reasonable proximity to major transportation spines including arterial roads, transit routes, and active transportation infrastructure.
- F3. In anticipation of the need for a Boyne Community Centre to address the growth-related needs of that area beyond the C.S.M.P. Update timeframe (i.e. post 2018), the Town should proactively commence a number of pre-planning considerations including: identifying and securing a potential site for the facility; and initiating preliminary discussions with potential partners including but not limited to the Milton Public Library, secondary and post-secondary institutions, and/or non-profit agencies.





## Ice Rinks

### a) Arenas

#### Supply

There are currently a total of six ice rinks operated by the Town of Milton, located at the John Tonelli Sports Centre, the Milton Memorial Arena and the Milton Sports Centre (containing a quad-pad). The Town has invested heavily in its arenas in recent years, constructing two new ice pads at the Milton Sports Centre as well as replacing the concrete slabs and conducting other interior improvements at both the Tonelli and Memorial Arenas.

#### Market Conditions

While arena participation remains fairly strong, trends in many G.T.A. communities are showing signs of stagnation or decline in organized hockey and figure skating driven largely by a lack of time, escalating costs (from ice rentals, equipment and travel), concerns about health and safety of players, and shifting interests to other sports (such as soccer). In Milton, however, arena users appear to be in a growth stage and are bucking regional trends largely due to the significant population growth, particularly among younger families who tend to generate arena-related demands (minor users tend to utilize the majority of arena time). Town data suggests that there are an estimated 5,400 participants registered with various community organizations and pick-up groups, of which about 70% (3,700) are affiliated with Milton Minor Hockey and the Milton Skating Club.

Looking at communities in the western G.T.A., Milton is providing a service level of approximately 1 ice rink per 17,000 residents.

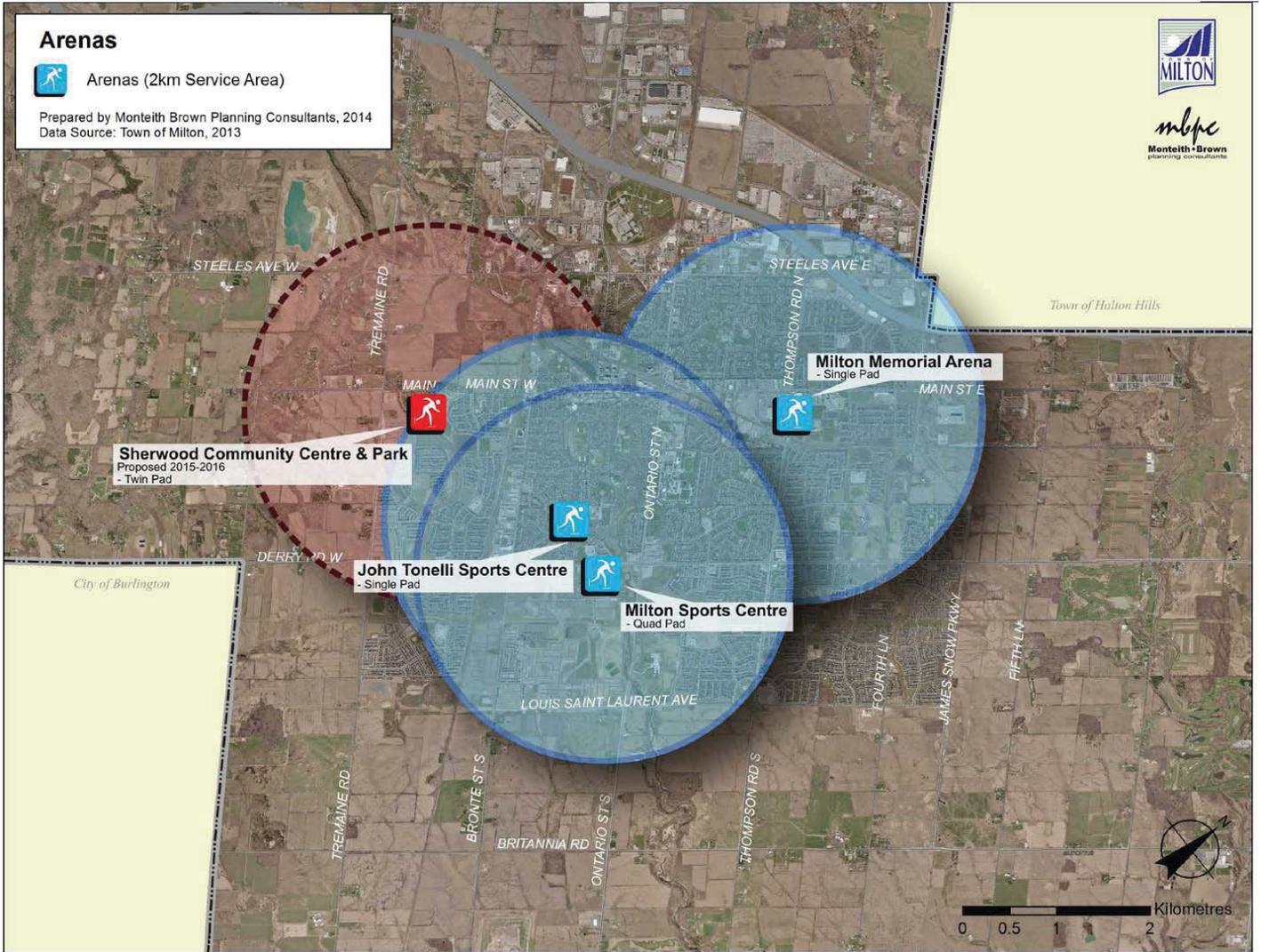
Municipality	Service Level	Total Ice Rinks	Target Service Level
1. Halton Hills	1 : 12,000	5	1 : 750 registrants
2. Oakville	1 : 14,000	13	1 : 650 youth registrants
3. Burlington	1 : 16,000	11	unspecified
4. Milton	1 : 17,000	6	1 : 800 registrants
5. Vaughan	1 : 36,000	8	1 : 500 youth registrants
<b>Benchmark Average</b>	<b>1 : 19,000</b>	<b>9</b>	

*Note: Service level rounded to the nearest 500 residents*

Regionally, very few single pad arenas have been constructed. Instead, the current design trend is to construct multi-pad arena complexes with the most common template being the twin-pad arena. There are also examples of quad-pad arenas, with the Milton Sports Centre and Mold-Masters Sportsplex (Georgetown) being two notable developments that recently added two ice pads onto existing twin pad facilities while Oakville constructed a quad pad about four years ago while Mississauga and Brampton have had quad-pad arenas in their supply for a number of years.

#### Community Feedback

Milton Minor Hockey, Milton Skating Club, North Halton Girls Hockey Association and Milton Speed Skating Club responded to the Community Group Survey. The latter also participated in the Recreation & Sport Roundtable. These groups note that continued membership growth may result in additional ice time needs, particularly during convenient ice times, with the Speed Skating Club also articulating a desire for an Olympic size rink. The Town's *Community Profile Survey* (2013) did not ask specific questions about satisfaction or use of Milton's arenas.





Local Utilization Rates

Prior to construction of the two new rinks at the M.S.C. (Rinks C and D), prime time utilization in Milton was very strong at 95% of prime hours being used and very little opportunity for rental and program growth. Addition of the new rinks has resulted in a healthy 91% prime utilization rate for the 2014/15 season, providing users with greater choice in availability of their desired time slots, opportunity to accommodate additional growth, and has resulted in an additional 3,565 hours being booked since 2010/11, including over 763 hours for the Community Services Department to grow and deliver its highly desired drop-in skating programs. The number of drop-in skates (which consist of a variety of recreational skates, shinny, Stick 'N Puck, and drop-in figure skating) increased to over 66,000 visits in 2014, up over 21,000 visits (39%) from two years prior.

All of this suggests that Milton's arenas are being booked more often by community service providers and for municipal programming, including in non-prime hours, which is indicative of strong demand for ice rinks. This is unsurprising given the youthful nature of the Town, the additional opportunities afforded by the new M.S.C. rinks, along with the fact that registrations among arena groups have been trending upwards. It also provides indications that demand will continue to grow in line with population and development trends in Milton.

Needs Assessments

Ice pad needs in Ontario are typically evaluated based on a per capita or per participant basis. A per participant standard is able to reflect at market penetration rates whereas a per capita rate is simply a measure of providing a specified number of facilities based upon overall population growth or decline. Regionally, most communities plan arena facilities based on a participant basis (as noted earlier in the market conditions subsection) though Mississauga and Brampton are examples of communities that use a per capita measure. For the latter two municipalities, it is important to recognize that they are in a mature development stage where populations are aging and are under less pressure to construct new arenas than young and rapidly growing communities.

Milton's growing population, particularly in younger age cohorts, is well suited for a per participant standard. Understanding local penetration/capture rates and applying it to the Town's forecasted age structure is an evidence-based approach to rationalizing future demand. Milton's 2008 C.S.M.P. utilized a market-based standard of 1 ice rink per 800 registered players to determine the required number of arenas and ice pads. While there have been regional arena developments in recent years, notably in Halton Hills and Oakville that have increased the regional availability of ice, these do not appear to have eroded utilization and booking rates in Milton as evidenced by the increased arena bookings locally. This and the fact that Milton's young and rapidly growing population is expected to sustain short to medium-term demand for ice, a downward adjustment to the service level standard is not warranted. Similarly, it would also not be wise to increase the service level standard, remaining cognisant that many communities in Canada and G.T.A. are experiencing stable to declining take up of ice, particularly in maturing communities (i.e. Mississauga, Brampton, and to a lesser degree Oakville).

Accordingly, the C.S.M.P. Update maintains the previously endorsed service level standard of 1 ice rink per 800 registered participants. By this standard, the current estimated registration of between 5,400 and 5,600 participants translates into the need for approximately 7 ice pads. By the end of the C.S.M.P. Update planning period in 2018, approximately 6,200 registered ice participants are forecasted using existing capture rates among





youth and adult market segments. Such registration would warrant the capacity equivalent of 7.75 ice pads in total, or two more ice pads than currently provided, largely attributable to continued population growth. Most notably the children and youth cohorts are expected to generate new pressures on prime time ice at current, or even slightly diminishing, capture rates. The increase in supply is further supported by strong utilization rates, increasing number of rentals, growing participation in Town programs, and growth in the number of participants associated with local arena user groups.

Projection models indicate that at a forecasted year 2025 population of 159,240 (per the Draft Development Charges Background Study), the Town of Milton may require a total of 10 ice pads representing another two ice pads over and above needs identified in the C.S.M.P. Update period (i.e. four ice pads more than the current supply). The preferred approach to addressing arena-related needs is to provide two ice pads by 2018 in order to observe the arena's take-up and subsequently reassess the need for these additional ice pads. Ice pad needs could continue to increase after that time and may result in some latent demand occurring between 2019 and 2025, subsequent paragraphs discuss the challenges and constraints of constructing a quad pad arena in the short-term (given the degree of risk that exists with regional uncertainty in ice sport participation and potential overbuilding the supply to meet peak demands) and the fact that such a strategy may result in unbalanced geographic distribution (i.e. ice pads would not likely be located in Boyne).

The arena distribution map illustrates that there is excellent service coverage within most of the urban area located within 2 kilometres of an arena (about a five minute drive). Distribution in the urban area is particularly comprehensive, with the exception of segments in the Harrison and Beaty neighbourhoods. In terms of opportunity, the preferred design template is to develop multi-pad arena complexes within multi-use community centres as per current municipal practice. This is the most operationally efficient and user-preferred approach (as opposed to constructing any more single pad arenas), resulting in the need to look at District Park parcels that have the necessary land mass in which to build multi-use facilities. The most plausible arena site available in the short-term is at the proposed Sherwood Community Centre near Main Street and Tremaine Road, a site that will also benefit from proximity to Highway 401 (particularly if a highway interchange is constructed at Tremaine Road) since it may provide supplemental opportunities through access to the regional market.

Accordingly, a twin pad arena is the preferred template to be provided at the Sherwood Community Centre to meet needs within the C.S.M.P. Update period while a second twin pad arena is recommended to service the Boyne Community. To meet arena needs beyond 2021, second phase expansions to the proposed twin pad arenas in Sherwood and Boyne should be considered at that future time. While the proposed strategy will place pressures on the existing arenas and the future Sherwood twin pad arena until a Boyne facility is constructed (likely around the year 2019), the merits of this approach include the Town:

- achieving excellent spatial distribution in its north and south, particularly in Boyne where 50,000 persons are forecasted to reside;
- approaching arena development cautiously in light of the present uncertainty in arena demand across the G.T.A. (where many communities are experiencing declining registrations, utilization and rentals, and increasing subsidy requirements);
- employing a fiscally sustainable approach whereby it reduces the risk of building to "peak" needs rather than achieving more desirable "ultimate" requirements after demand eventually tapers off (due to eventual aging of the population and possible shifts in interests).



While not recommended at this time, subsequent paragraphs discuss the potential consideration of a quad-pad arena to meet long-term needs. Given land development restrictions and low population density outside of the urban area, along with the fact that the C.S.M.P. Update discourages construction of single-purpose facilities, an arena is not deemed to be a feasible level of service in Milton's designated rural and hamlet areas.

#### **Design Options**

The twin pad arena proposed at the Sherwood Community Centre should be NHL size regulation (200' x 85') at a minimum and be supported with a minimum of six change rooms per pad, referee room, first aid room, concession area, spectator viewing/seating areas, and washrooms. While demands for an Olympic size ice rink (200' x 100') were expressed by local figure skating and speed skating groups, the uptake on these larger pads tends to be lower since hockey users tend to favour NHL regulation pads (particularly minor and adult players). With 160 figure skaters registered with the Milton Skating Club and 67 members registered with the Milton Speed Skating Club, the Town does not yet have a critical mass to support sustainable bookings for an Olympic size pad.

Some communities have constructed small "shooter" or "leisure" pads that can facilitate some skills development (e.g. goalie practice) or three-on-three play, though such small rinks have been met with mixed results across Ontario. In some communities, such as Acton, the leisure pad is large enough to facilitate three-on-three play which offers a unique experience. In others, such as Tillsonburg and St. Catharines, undersized shooter pads are so specialized (e.g. suitable for goalie practices) that their utilization/bookings are not as strong as originally envisioned. Minimal demand was expressed through consultations for such small pads in Milton.

In terms of spectator seating capacities, there are presently no indications that a bowl or event-type arena is necessary although that may change if a large spectator area can be supported through financial planning (e.g. through varsity or Junior A attendance and/or contributions). For options such as Olympic size pads, leisure pads or larger spectator areas, it is also important to recognize that in the absence of a strong case rationalizing their inclusion, the valuable community centre square footage that would be consumed by such uses may be better allocated to another needed recreational component.

#### **Longer-Term Considerations beyond the C.S.M.P. Update Planning Period**

Should the Town confirm continued arena-related growth after the opening of the proposed twin pad arena in Sherwood and beyond the C.S.M.P. Update period, there are presently two logical options for the Town to evaluate. The first option, and most plausible approach is to develop a twin pad arena as part of a future multi-use community centre in the Boyne Secondary Plan area to service that community's growth-related needs. Development of a twin pad in Boyne is the presently the preferred approach since its projected 50,000 new residents will generate the majority of long-term arena demands, and also continue create geographical balance across urban Milton.

A second option that may be considered would be to undertake a second phase expansion to the proposed arena in Sherwood, essentially creating a quad pad complex. While there may be additional operational efficiencies to be gained through a quad-pad template (e.g. economies of scale in staffing, utilities, equipment, etc.), revenue generating potential only tends to be maximized if refocusing on adult and commercial opportunities (e.g. hockey schools), something which would deviate from the Town's existing allocation philosophies centred around prioritizing access for community programming and minor users. Furthermore, creating a quad pad at the Sherwood Community Centre would likely come at the expense of other needed indoor and outdoor community facilities given the need to manage the building's footprint within the seven hectare District Park, while leaving a considerable gap in the Boyne community through a less balanced distribution of facilities.



If supported by a business case and architectural feasibility studies, the Town may consider relocating ice pads from single purpose arenas (i.e. Tonelli and Memorial Arenas) into the existing multi-pad arenas (i.e. M.S.C., the proposed Sherwood arena) or construct a new twin pad. The business case to do so would certainly have to be strong given the Town's recent multi-million dollar investments in replacing arena floors at both of its single pad arenas as well as the fact that Tonelli and Memorial are performing relatively well with 2013 operating subsidies of \$42,000 and \$74,000, respectively (most single pad arena tend to run a deficit in the range of \$100,000, depending upon market conditions and operating parameters). While relocation and repurposing of the two single pad arenas is not envisioned as happening based on present circumstances, unforeseen changes in participation rates or operational capacities may result in a need to consolidate the number of arenas (e.g. as possibly caused by declines in hockey or figure skating due to increases in indoor field sports or other emerging winter activities, greater constraints to funding future infrastructure deficits, etc.).

A few communities with aging populations and declining ice utilization rates have already converted arenas while others are now beginning to consider such possibilities as their arena rentals stagnate. Examples of adaptive re-uses of arenas include storage for public works vehicles and equipment, indoor tennis, indoor soccer, indoor cricket, box lacrosse, indoor skateboarding, community space for recreation, arts and cultural pursuits, etc.

- The Syl Apps Community Centre in Paris, Ontario recently was converted from an arena into an indoor turf field, which is now used for soccer, flag football, lacrosse and as space for seniors to walk during the winter (also, two of the change rooms were renovated and are now home to a Museum and Historical Society).
- Another unique example of a repurposed ice arena is the Kingsdale Community Centre in Kitchener, which is located in the old Patrick J. Doherty Arena.
- During the summer, Vancouver provides indoor playgrounds at a local arena (on a seasonal basis, using temporary equipment such as inflatable castles, simple climbers, ping-pong tables, etc.).
- Ridley College Field House in St. Catharines (repurposed to gymnasium and fitness space) and the Loblaw/Ryerson University re-development at the old Maple Leaf Gardens in Toronto offer other useful examples of arena repurposing.

Most communities refocus marketing efforts and allocation procedures in hopes of reversing declining usage at their arenas prior to committing to removing ice pads from the supply. Again, it must be emphasized that removal of the single pad rinks is not something that is expected in Milton over the foreseeable future based upon the arena provision strategy advanced herein. Nonetheless, Milton's future arena designs should be flexible to allow long-term conversion possibilities if need be (recognizing that if they are constructed, they would most likely operate as arenas for more than a decade otherwise the investment risk would likely be too great to justify construction of the arena facilities in the first place).

Action Plans	<p>F4. Construct a twin-pad arena as part of the proposed Sherwood Community Centre, subject to confirmation through the feasibility study and business plan that re-evaluates prime and shoulder time utilization rates. Future ice pads should be NHL regulation size (200' x 85') and be supported with a minimum of six change rooms per pad, referee rooms, first aid room, concession area, spectator viewing/seating areas, and washrooms.</p> <p>F5. Monitor arena utilization, subsequent to the construction of the proposed twin-pad arena at the Sherwood Community Centre, to inform the need for additional arenas including those that may be required to serve the Boyne Secondary Plan Area.</p>
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## **b) Curling Rinks**

Supply	As is common practice in many municipalities across Ontario, the Town of Milton does not own or operate any municipal curling facilities. The Milton Curling Club operates its own facility to provide curling opportunities to the public.
Market Conditions	The survey of benchmarked municipalities does not reveal the existence of any municipally owned or operated curling facilities, but rather a number of community-based operations that service the public. Milton residents access curling programs, leagues and bonspiels through the Milton Curling Club. Many private/non-profit curling clubs in the G.T.A. offer a range of leagues for all age groups as a way to help sustain membership, however, participation in Ontario suggests curling largely appeals to an older segment of the community. The proportion of Canadians that curl has been declining for the past two decades, as evidenced by the number of curling clubs that have folded in certain jurisdictions and the fact that very few new curling facilities have been built in Ontario in recent years. It is anticipated that the outlook for curling at the national level is one of very slow growth, although the case may vary in each community.
Community Feedback	Consultations did not yield significant input with respect to the need for municipally-operated curling rinks.
Needs Assessments	The delivery of curling facilities and services has not historically formed part of the core service mandate of Milton's Community Services Department. The Milton Curling Club (and the Acton Curling Club in nearby Halton Hills, to a lesser degree) is the primary service provider to local residents. The availability of community-based curling opportunities and limited emphasis through community engagements suggests that the Town of Milton does not need to engage directly in the delivery of curling facilities and services at this time. Accordingly, no recommendations have been made with respect to municipal curling facilities and services.
Action Plans	<i>No recommendations have been made with respect to municipal curling facilities and services.</i>

## **c) Outdoor Ice Rinks**

Supply	While the Town of Milton does not provide any permanent outdoor ice skating locations, it has historically constructed temporary and small-scale natural ice surfaces on certain softball diamonds. Presently, temporary outdoor skating rinks are flooded at the Campbellville Old Ball Park and Rotary Park diamonds.
Market Conditions	While once a Canadian tradition, it would appear that outdoor 'natural' ice skating opportunities are becoming increasingly difficult to provide due to global climate change. Uncertain and warming weather conditions have greatly impacted the provision of outdoor ice, with many municipalities (who



are choosing to provide outdoor skating opportunities) looking at artificial refrigeration or synthetic ice surfaces that are typically able to operate for a longer season but come at a very high cost to build and operate compared to natural ice.

Municipality	Service Level	Natural Ice Rinks	Artificial Rinks
1. Burlington	1 : 14,500	11	1
2. Halton Hills	1 : 20,000	3	0
3. Oakville	1 : 20,500	8	1
4. Vaughan	1 : 45,000	0	7
5. Milton	1 : 50,500	2	0
<b>Benchmark Average</b>	<b>1 : 30,000</b>	<b>5</b>	<b>2</b>

*Notes: Service Level includes both natural and artificial ice surfaces, rounded to the nearest 500 residents. Benchmarks do not define a set provision standard for outdoor rinks, choosing to provide them where opportunity and feasibility permit.*

Community Feedback

Consultations did not yield significant input with respect to outdoor ice skating rinks.

Needs Assessments

Consistent with themes from the 2008 C.S.M.P., provision of outdoor ice rinks should be evaluated if faced with community demand in the future. The C.S.M.P. Update’s consultation program did not reveal significant demand in this respect, though based on demands observed elsewhere in the G.T.A. and the rest of the Province, it is believed that a strategically located outdoor rink in Milton could be well utilized. The use of hard surface courts or neighbourhood-level sports fields continue to pose as potential venues for ice rinks due to their size and the relative simplicity of framing them to create the ice surface.

Artificial ice rinks can counteract the effects of the warming climate on operating capabilities as they employ mechanical and refrigeration systems similar to those found within arenas. This, however, comes at much more significant cost than their natural counterparts and accordingly fewer artificial ice rinks are being constructed province-wide unless tying into a broader economic development strategy or providing a municipally-wide level of service (as opposed to servicing a community or neighbourhood catchment). Depending upon their size and configuration, the capital and operating cost of artificial rinks ranges widely varies; common rinks can cost between \$100,000 to over \$1 million to build, while annual operating costs range from tens of thousands to hundreds of thousands of dollars per year depending on the level of maintenance and the length of the operating season. Costs can be further inflated with common support elements such as roof structures, and washroom/change room facilities which is why many artificial rinks are located adjacent to community centres. Skating paths constructed in some communities are essentially artificial rinks of a different configuration and require similar capital and operational resources, though their function is largely relegated to pleasure skates (whereas rinks can accommodate both pleasure skating and pickup ice sports, depending on size).

The operating season for artificial rinks is typically December to March although the actual number of weeks varies greatly with climate conditions and municipal operating capabilities. Their refrigeration systems allow a municipality to ensure a more consistent operating season compared to natural ice surfaces since the latter is difficult to maintain above the freezing mark (recognizing the warmer the temperature gets, the greater becomes the



operating cost of running an artificial pad). Depending upon design, artificial pads can also be used in the non-winter months for ball hockey, basketball and tennis while larger artificial pads may be used for community events, again tying into their viability as economic development tools.

As mentioned, fewer artificial rinks are being constructed compared to the past. Research conducted across Ontario suggests that there is little consistency in how municipalities approach the provision of artificial rinks in the absence of generally accepted service level standards. Most municipalities view artificial rinks using an opportunity-based approach to create distinctive recreational experiences that cannot be offered within an arena. Accordingly, pursuit of an artificial rink should be rationalized through planning and economic development studies in conjunction with the principles of this C.S.M.P. Update, and be subjected to a cost-benefit analysis. An artificial rink in Milton should only be constructed with the view of creating a Town-wide 'destination', thereby suggesting location options consist of a Community or District Park, or a major civic node.

**Action Plans**

F6. Only consider outdoor artificial rinks in conjunction with other civic planning, urban design and/or economic development analyses given the sizeable costs to construct and operate refrigerated rinks.

**Indoor & Outdoor Aquatics**

**a) Indoor Aquatic Centres**

**Supply**

The Town of Milton operates two indoor aquatics centres, as shown on the map on the following page. The Milton Leisure Centre contains a 25 metre six-lane competition pool, a 30 metre leisure pool, and a teaching tank. The Milton Sports Centre contains a 25 metre eight-lane competition pool, and a leisure tank with waterplay elements. The pool located within the EC Drury School continues to be available to the community, however, the continued availability of this pool is uncertain as it is an aging non-municipal facility.

**Market Conditions**

Participation in swimming remains strong since it can be pursued from childhood through adulthood, either in a structured or drop-in format. In Milton, there were over 71,000 drop-in swims in 2014 at the M.L.C. and the M.S.C., which although was about 2,500 fewer swims from the year before, represents a 73% increase (over 30,000 more drop-in swims) since 2010 due to the opening of the M.S.C.'s indoor aquatic centre. The Town offered over 3,300 drop-in swimming opportunities during the past year, over 1,000 more than before the M.S.C. expansion. There were over 20,000 participants registered in the Town's indoor aquatic programs in 2014, nearly three times the amount from 2010. The number of aqua-fit programs run by the Town, generally pursued by adults and older adults, has also almost doubled to nearly 500 opportunities since 2010 demonstrating that the pools are in demand by a wide range of ages and abilities.

The availability of the M.S.C. pool also significantly reduced the Town's program waiting list from about 1,800 people in 2010 to about 370 this past year. While the M.S.C. has addressed a great deal of needs, the remaining wait list indicates that a degree of latent demand may still exist and is likely associated with continued population growth (and in particular increasing number of children) in the community. However, waiting lists should not be used as a sole indicator of latent demand as individuals may add themselves to a variety of timeslots at different pools in the hopes of being accepted into their preferred time (but are still served at another time/location if their top choice is not available) – in fact, Town data suggests that just 82 residents were not able to register for a program suited for their ability and that all other timeslots for their program choice were full and there were



no alternatives to accommodate these persons. With respect to community groups, the Milton Marlins Swim Team has 300 members (up 66% over three years) and the Milton Mighty Tritons Aquatic Club has about 80 members (double the registration from three years ago).

With three indoor aquatic centres available for community use (including the EC Drury pool), Milton is providing one aquatic centre per 33,750 residents. Regional service levels should be interpreted cautiously as municipalities have different arrangements in facility provision. For example, one pool in Milton (EC Drury) and two pools in Halton Hills are co-located with high schools and thus community access may be more limited relative to a dedicated municipal facility due to the nature of the joint-use agreement.

Municipality	Service Level	Total Indoor Aquatic Centres	Target Service Level
1. Halton Hills	1 : 20,000	3	1 : 40,000
2. Vaughan	1 : 24,000	13	1 : 30,000
3. Milton	1 : 33,500	3	1 : 35,000
4. Oakville	1 : 36,500	5	1 : 32,000
5. Burlington	1 : 44,000	4	unspecified
<b>Benchmark Average</b>	<b>1 : 31,500</b>	<b>6</b>	

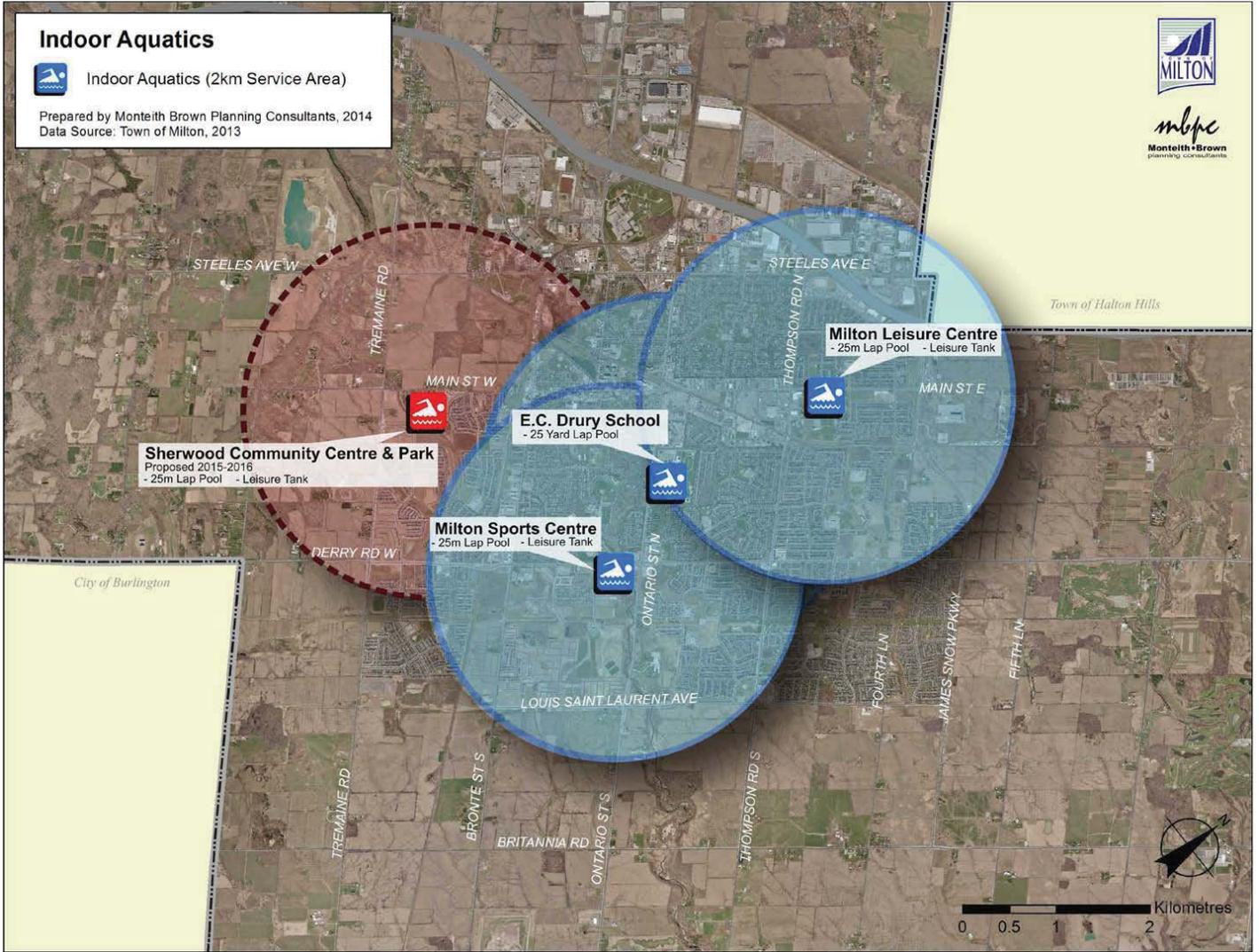
*Note: Service level rounded to the nearest 500 residents.*

Community Feedback

The Sports & Recreation Roundtable and Community Group Surveys (with participation from the Milton Marlins Swim Team, Milton Mighty Tritons Aquatic Club and the Milton Masters Aquatic Club) emphasized a continued need for access to affordable and additional pool time in prime hours, along with the request that the Town consider aquatic facilities geared to higher level sport such as a 50 metre pool. The Marlins noted that their feeder program is heavily dependent upon the aging pool at the EC Drury school, posing a risk to their operations if the pool fails or its access is reduced.

On a broader note, the Town’s *Community Profile Survey* (2013) noted the following with respect to aquatic services:

- About one-fifth (20%) of its sample reported participation in learn-to-swim programs during the past year, the most likely of whom resided in suburban areas of Milton. Another 13% reported participation in aqua-fit classes offered by the Town. The Survey recorded 97% satisfaction with aqua-fit programs and 89% satisfaction with learn-to-swim.
- Among those who did not use aqua-fit, most were uninterested (46%), too busy (20%), preferred to do these activities elsewhere (15%), or were unaware of these offerings (7%). For learn-to-swim, the same top three responses were given in the same order (though percentages were 45%, 12% and 10%, respectively) with lack of awareness being the sixth-most reported barrier (4%).
- Among those offering recommendations for improving the recreation services system as a whole, 3% suggested providing more drop-in swims which represented the fifth most common response (excluding ‘do nothing’), followed by building more pools (1%).





Needs Assessments

Consistent with the previous C.S.M.P., this Update utilizes a standard of 1 indoor aquatic facility per 35,000 residents to calculate the required number of aquatic centres given strong utilization of existing facilities, continued waiting lists, and an expectation of continued growth in younger population cohorts throughout the planning period. For the purposes of this assessment, EC Drury is counted as the capacity equivalent of half a pool (0.5) given its shared-use agreement as a school facility that is in an advanced lifecycle stage. With the capacity equivalent of 2.5 aquatic centres available at present, application of the provision standard to the current population results in aquatic needs being modestly underserved and it is expected that a new facility would be fully required, based on the provision standard alone, by the year 2018 shortly after a population of 105,000 is reached.

The new indoor aquatic facility should form part of the proposed Sherwood Community Centre along Main Street, thereby positioning the Town to service the majority of the Milton urban area within two kilometres of an aquatic centre (about a five minute drive) when factoring the other aquatic centres. The aquatic centre proposed for the Sherwood Community Centre should contain a 25 metre rectangular pool along with a separate leisure or therapeutic pool with pods for teaching areas and waterplay amenities. The aquatic centre should be designed primarily for community-level programming that integrates learn-to-swim capabilities along with a range of fun, interactive elements (potentially including a waterslide, bubble area, spray jets, etc.). The pool should also consider the needs of competitive swimming by providing a sufficient number of lanes with appropriate depth to support training and/or competitions (provided that the net increase in square footage associated with the requisite number of lanes does not come at the expense of provision of an adequately sized leisure pool and waterplay area). The pools should be supported with change rooms (including family change rooms), accessible features to ensure barrier-free opportunities for persons with disabilities, and pool viewing/seating areas.

Given land development restrictions and low population density outside of the urban area, along with the fact that the C.S.M.P. Update discourages single-purpose facilities, an indoor aquatics centre is not deemed to be a feasible level of service in Milton’s designated rural and hamlet areas.

**To Build or Not To Build? The 50 metre Question**

In Milton and many municipalities across the G.T.A., the question of whether to build a 25 metre or a 50 metre pool is often asked. In 2008, the municipalities of Milton, Oakville, and Mississauga (M.O.M.) undertook a joint study for a Regional High Performance Facility with a 50 metre pool in response to demands expressed by swim clubs for the development of long course competitive facilities and serve regional aquatic requirements. The study process involved community and stakeholder consultation, a national trend review, concept development, capital cost estimates and operating cost analysis. The joint study concluded that there was insufficient community benefit to be derived from the shared pool concept to justify the significant capital cost and operating expense associated with the facility. A subsequent presentation to Town Council revealed that if three municipalities with a combined population of nearly one million people could not justify a 50 metre pool, it would be very unlikely that Milton could support such a significant facility on its own. A separate business case prepared in 2009 for the expansion of the Milton Sports Centre (that also evaluated the feasibility for a 50 metre pool) estimated that the annual net cost of operating a 50 metre pool facility would be over \$730,000 per year, nearly three times more than a 25 metre pool facility.

The M.O.M. findings, along with Milton’s decision to not pursue a 50 metre tank at the Milton Sports Centre, have been validated across the G.T.A. over the past six years with most area municipalities conducting their own business cases that have resulted in them providing the traditional 25 metre rectangular pool or leisure tank to serve community-level recreational needs. The Town of Oakville commissioned a study<sup>9</sup> in 2013 that determined

<sup>9</sup>Town of Oakville. June 2013. *OAK 50 M Pool Proposal: Business Case Review - Final Report.*



that a 50 metre pool in that community could cost between \$26 million and \$47 million to build, and run an annual operating deficit of between \$1.9 million and \$2.7 million per year. A recent submission to Town Council has indicated that a basic 35,000 square foot steel structure could be built at \$20 per square foot.<sup>10</sup> This square footage is around one-sixteenth of the cost that has been typically observed in municipal facility construction (upwards of \$300 per square foot, noting the M.S.C. expansion was significantly higher than even this estimate). In addition, the Town must ensure that the facility would afford the degree of quality or integration with other multi-use facility components (i.e. pursuit of a single purpose pool is strongly discouraged as there would be no potential for cross-programming or cross-subsidization, or the ability to create multi-purpose community hubs as has been the Town's historical design philosophy).

Not only has the substantial cost of building and operating 50 metre pool facilities been a factor, but the construction of three new Olympic-sized tanks in Markham and Toronto for the Pan Am Games (that received considerable funding from senior levels government) has further saturated the competitive swim meet market by doubling the G.T.A. supply of 50 metre pools and thus challenges the financial viability of a 50 metre tank in Milton (especially without the support of regional municipal partners). Some international cities provide long courses at a greater rate per population since they receive funding support from their senior governments who place a great value on sport and sport achievement (e.g. United States, Australia, China, Great Britain are good examples of countries aspiring to be highly competitive at the international level). However, the funding model is quite different in those countries whereas senior levels of government in Canada have not tended to allocate as much ongoing funding towards sport and recreation facilities beyond legacy projects associated with Olympics, Pan Am, etc.

Consistent with the 2008 C.S.M.P., the 2008 M.O.M. study, and the 2009 Concept Design & Business Plan for the Milton Sports Centre Expansion, an elite-level competition tank (e.g. 50 metre pool) is not recommended to be built and operated solely by the Town of Milton though this type of pool may be explored if an appropriate public-public or public-private partnership can be formed. While swimming ranked as the third most popular activity pursued by surveyed households (similar to what is experienced in other Ontario communities), the vast majority of these swims are recreational and does not differentiate between indoor versus outdoor, and public facility versus private pool (including backyard) swims. Recreational swims (e.g. lessons, leadership programs, therapeutic programs, etc.) are expected to constitute the majority of use for new public pools constructed within and beyond the C.S.M.P. Update period while it is believed that local swim club "needs" are adequately and cost-effectively served through satisfactory training space (as opposed to Olympic regulation competition space that are constructed to consciously respond to "wants" or economic objectives in communities choosing to operate these). Therefore, a new aquatic centre (regardless of a 25m or 50m tank design) requires a leisure tank of some form to ensure warmer temperatures, shallower depths, and integration of barrier-free and waterplay components. The M.O.M. study recommended that the three municipalities continue to monitor the aquatic needs arising from within their jurisdictions to determine if and when market conditions might improve to the extent that the viability of a 50 metre pool project could be re-addressed. The final report also suggested that the municipalities work with and support their swim clubs and where possible reasonably accommodate their facility and program requirements in new or reconfigured aquatic facilities.

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<sup>10</sup> Milton Aquatic Sports Committee. Presentation to Council entitled Aquatic Training Facility Proposal. January 11, 2015.



**Longer-Term Considerations beyond the C.S.M.P. Update Planning Period**

A fourth municipal indoor aquatic centre is anticipated to be needed after the Sherwood pool is constructed, and its feasibility should be evaluated through the preparation of the next Community Services Master Plan Update (anticipated for 2018). This fourth indoor aquatic centre should be located in the Boyne Secondary Plan area subject to a community centre being provided in that community.

**Action Plans**

- F7. Construct an indoor aquatics centre as part of the proposed Sherwood Community Centre, subject to confirmation through the feasibility study and business plan. The aquatic facility should be designed to accommodate all ages and abilities and contain a 25 metre rectangular tank, a separate therapeutic/leisure tank with teaching areas, and also consider the provision of fun waterplay components, and pool viewing/seating areas.
- F8. Upon construction of the proposed indoor aquatic centre at the Sherwood Community Centre, monitor utilization of all aquatic facilities to better position the Town to determine the need for an aquatic facility in the Boyne Secondary Plan Area.

**b) Spray Pads**

**Supply**

The Town of Milton operates thirteen spray pads, of which there are ‘major’ and ‘minor’ facilities. Major spray pads are of larger size, greater level of amenity, higher cost and service a Town-wide catchment area relative to their minor counterparts. Minor spray pads are designed to largely service a neighbourhood-level catchment area to provide localized ‘cooling stations’.

- **Major Spray Pads (4):** Lions Sports Park, Rotary Park, Bristol District Park, and Milton Community Park.
- **Minor Spray Pads (9):** Beaty Neighbourhood Park North, Clarke Neighbourhood Park South, Coates Neighbourhood Park North, Dempsey Neighbourhood Park, Optimist Park, and Scott Neighbourhood Park. New minor spray pads at *Bronte Meadows Park, Laurier Park, and Sunny Mount* are expected to open in 2014 and are thus considered as part of the existing supply.







**Market Conditions**

Spray pads are a cost-effective and fun component of the parks system. They are more affordable to build and operate than outdoor pools and they can attract large numbers of children and youth looking to cool off on a warm day. As exemplified through Milton’s District, Community and Neighbourhood-level water play facilities, spray pads can be large or small and designed using many different apparatuses, thereby providing unique experiences throughout the Town’s parks system.

With its supply of thirteen spray pads, Milton is currently providing one spray pad per 7,800 residents (or one spray pad per 857 children between the ages of 0 and 9, who are the primary users of these facilities). This level of service ranks first among the benchmarked municipalities, noting that targeted service levels vary across each community.

Municipality	Service Level	Total Spray Pads	Target Service Level
1. Milton	1 : 7,800	13	1 (major) : 4,000 children (0-14)
2. Oakville	1 : 12,000	15	1km radius in residential areas
3. Vaughan	1 : 17,500	18	1 per residential block
4. Halton Hills	1 : 20,000	3	1 : 4,000 children (0-14)
5. Burlington	1 : 35,000	5	unspecified
<b>Benchmark Average</b>	<b>1 : 18,500</b>	<b>11</b>	

*Note: Service level rounded to the nearest 500 residents. Includes major and minor spray pads.*

**Community Feedback**

Through the Community Input Event, a number of participants expressed their appreciation for the number and distribution of spray pads located in proximity to their neighbourhoods. Some of the younger participants in the Youth Summit also reported using these facilities.

**Needs Assessments**

The service coverage between 800 metres and 1 kilometre, as set in the Spray Pad distribution map, provides an excellent degree of walkability for parents, older children and toddlers in strollers (though one kilometre is acknowledged as potentially limiting for some with young children). Based on this coverage, spray pad distribution is excellent throughout the urban area with a spray pad provided in nearly every neighbourhood block. Service overlaps are not considered to be redundant as basic minor facilities have been designed as ‘walk-to’ destinations, and their location within the neighbourhood reduces the need for children to cross major arterial roads.

Given the availability of spray pads within Old Milton, Bristol and Sherwood, the Town should strive to ensure each residential neighbourhood area of the Boyne Planning District has reasonable access to a spray pad. Provision of a new major spray pad should be pursued at Boyne District Park West to take advantage of the proposed facility buildings, change rooms, washrooms and/or servicing infrastructure. Additional minor spray pads could be considered at the Boyne District Park East and the neighbourhood parks in the Boyne Secondary Plan area with incorporation of differentiated spray pad designs, where feasible, to contribute to overall thematic elements of the parks in which they reside. Beyond traditional waterplay elements, this may include non-traditional designs that contribute to public art objectives.

Rural settlements may be considered to be a gap in the absence of spray pads, however, this is due to lower population densities and aging demographic characteristics relative to the urban areas. Given that Nassagaweya (rural area) represents a planning district, construction of a minor spray pad within one of the rural settlement areas could be explored. However, provision of a rural spray pad (regardless of chosen location) is



dependent upon the ability to develop the necessary servicing infrastructure in a manner that is neither cost-prohibitive nor detrimental to the environment.

**Action Plans** F9. Provide a major spray pad at Boyne District Park West. Additional minor spray pads could be considered at Boyne District Park East and the neighbourhood parks within the Boyne Secondary Plan area.

### Gymnasiums

**Supply** The Town of Milton operates three gymnasiums at the Milton Leisure Centre, Milton Sports Centre and the Mattamy National Cycling Centre, the latter of which contains a ‘multi-purpose infield’ roughly the floor size of a triple gymnasium, which will be capable of holding recreational activities and special events such as basketball, volleyball, badminton, soccer and trade shows. The M.N.C.C. infield contributes towards meeting gymnasium-related demands, however, it is anticipated that its gym-related functions will not be as great as other Town gyms due to its multi-purpose nature and thus it is factored into the supply as the capacity equivalent of 2.0 gymnasiums.

Accordingly, the Town provides an effective supply of four gymnasiums. Although not included in the supply, a number of school gymnasiums alleviate pressures for community rentals including the recent development of triple gymnasiums at Craig Kielburger Secondary School and Jean Vanier Catholic Secondary School.

**Market Conditions** Gymnasiums experience high levels of demand as they are flexible venues that accommodate all age groups and allow for a broad range of indoor activities and programs. The supply of municipal gyms is typically bolstered by school boards that provide access to gyms after school hours through the Province’s Community Use of Schools initiative, thus the utilization of school gyms provides a number of benefits. However, school-owned gyms generally have usage and time restrictions, and lower scheduling priority for community access compared to municipal gyms, the latter whose utilization is established directly by the Town in response to community and stakeholder input. Gymnasiums are expected to continue to be in high demand into the future as these facilities provide opportunities for both registered and drop-in activities of varying interests and age groups.

Milton is currently providing one municipal gymnasium per 25,300 residents. In comparing with other communities, actual service levels should be compared cautiously as they are dictated by the nature of agreements and access to school gymnasiums.



Municipality	Service Level	Gymnasiums	Target Service Level
1. Vaughan	1 : 24,000	13	1 : 30,000
1. Milton	1 : 25,500	4	1 : 40,000
3. Burlington	1 : 44,000	4	unspecified
4. Oakville	1 : 61,000	3	1 : 50,000
5. Halton Hills	n/a	0	1 : 50,000
<b>Benchmark Average</b>	<b>1 : 38,500</b>	<b>6</b>	

*Note: Service level rounded to the nearest 500 residents. Average excludes Town of Halton Hills as service is not provided in its municipal facilities.*

A total of 9,000 prime hours were booked at Milton’s gymnasiums during 2012, representing an increase of nearly 2,400 rented prime hours since 2010 (pre-M.S.C. expansion). Although the prime utilization rate has dropped from 75% to 65%, this is associated with a considerable increase in hours available resulting from the new gym and must be considered in tandem with the increase in total number of hours rented. It is common for gyms to have utilization rates below 75% in prime time given the way that they tend to be programmed (e.g. in six to eight week program blocks). Another good indication of strong gym utilization is the fact that there were over 3,500 more non-prime hours booked in 2012 compared to 2010.

**Community Feedback**

The Community Group Survey shows that a wide range of recreation, cultural and community groups utilize municipal and school gyms for sport, dry-land training, and gathering activities. Groups have different opinions on the rental fees charged with some suggesting that school rates are cost prohibitive while a local basketball group states that it leverages cheaper rental rates at the school which leads them to use Town gyms less. Other groups note that restrictions placed by the schools on the types of activities permitted in the gyms is problematic (e.g. the Milton Special Olympics Sports Club indicates that one of the school gyms they use for ball hockey will no longer be available to them).





<b>Needs Assessments</b>	<p>Consistent with the previous C.S.M.P., this Update utilizes a standard of 1 gymnasium per 40,000 residents to calculate the required number of facilities given that demand for these spaces remains strong. By this standard, the Town's four gyms provide sufficient capacity to accommodate current population needs through to the end of the master planning period.</p> <p>Although gymnasium needs will be satisfied over the C.S.M.P. Update period based on application of the service level standard, some sort of flexible and programmable recreational space would greatly benefit components proposed for the Sherwood Community Centre. There are complementary benefits for dry-land training and community use to be gained, along with operational and cross-programming efficiencies, if providing a smaller-scale activity space in conjunction with arena and aquatics facilities, and potential older adult and/or youth priority space. While the proposed Sherwood Community Centre may not incorporate a gymnasium designed to the Town's historical development standards, it may contain a smaller or unique recreational space representative of a flexible hall or studio design that would be conducive to dry-land training and age-specific program opportunities. If land availability permits, consideration should be provided to designing the community centre in a manner that permits future expansion for a gymnasium through a second phase.</p> <p>Of note, the discussion regarding squash courts and fitness space identifies that if the Town were to construct and operate squash courts, one of the potential options to do so could involve repurposing the M.L.C. gymnasium (consuming about half of the current floor area). Doing so would result in an inability to provide certain program opportunities (e.g. drop-in basketball, volleyball and some youth-oriented activities) and leave a significant gap in the north as there would be no longer be any municipal gym located north of Derry Road (only school gyms accessible through the Community Use of Schools initiative would be available and subject to school board scheduling and fee policies).</p> <p>Given land development restrictions and low population density outside of the urban area, along with the fact that the C.S.M.P. Update discourages single-purpose facilities, a gymnasium is not deemed to be a feasible level of service in Milton's designated rural and hamlet areas. Through the next five year update to the C.S.M.P., gymnasium needs should be re-evaluated in the Boyne community.</p>
<b>Action Plans</b>	<p>F10. Construct a large multi-purpose activity space with capacity for at least 100 persons, capable of flexibly offering a range of recreational activities and supported with a kitchen, as part of the proposed Sherwood Community Centre (<i>also see Recommendation F15</i>).</p> <p>F11. Monitor the programming capacity and utilization rate of the gymnasiums at the Mattamy National Cycling Centre and local schools in order to determine the need for an additional gymnasium(s) in the Boyne and/or Sherwood Secondary Plan Areas.</p>



## Active Living & Wellness Space

### **a) Full Service Fitness Centres**

Supply	Equipment-based (full service) fitness centres are contained within the Milton Leisure Centre and the Mattamy National Cycling Centre.  Please refer to Appendix D of the C.S.M.P. Update for comprehensive analysis and future action plans pertaining to full service fitness centres. Additionally, assessments pertaining to squash courts are
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### **b) Active Living / Activity Studios**

Supply	Active living studios are integrated within the Milton Leisure Centre, Mattamy National Cycling Centre and the Milton Sports Centre.
Market Conditions	The emphasis being placed on personal health is resulting in growing participation across Ontario for physical fitness activities. This is translating into increasing use of private and public sector fitness services oriented to health and wellness, including active living programming centred on cardiovascular and stretching activities (e.g. aerobics, yoga, pilates, etc.). Such active living programs and classes appear to be the fastest growing segment of fitness, more so than traditional weight-training, given they are being designed as fun, social activities ('Zumba' is a notable example). Most urban municipalities who have recently constructed multi-use community centres offer some form of studio-based active living programs in those facilities.
Community Feedback	Through the Community Input Event and Focus Groups, peripheral commentary was provided regarding the general appreciation for the active living programs offered by the Town.
Needs Assessments	The Town of Milton should continue its practice of integrating activity studios through new multi-use community centre developments given these spaces facilitate a range of programs, many of which are complementary to aquatic centres, older adult and youth spaces, gymnasiums, etc. that may be co-located within a centralized facility. Active living studios are relatively cost effective additions to a community centre (both from a capital and operational standpoint as they do not involve weight-training equipment) that can be programmed in a variety of ways and re-purposed if necessary in the future should demand wane. Accordingly, the provision of active living and activity studios should be considered within future multi-use community centres in Milton.
Action Plans	F12. An active living studio should be integrated into the design of the proposed Sherwood Community Centre, subject to confirmation through the feasibility study and business plan, through which municipal active living and other floor-based fitness activities can be delivered.



### c) Indoor Walking Tracks

Supply	The Town's first indoor walking track was constructed as part of the Milton Sports Centre expansion. A 300 metre walking track opened in 2015 as part of the Mattamy National Cycling Centre.																					
Market Conditions	<p>Across the province, indoor walking is becoming more common. Walking, which was identified as the most popular recreational activity in Milton's 2013 <i>Community Profile Survey</i>, becomes increasingly challenging during the winter due to colder temperatures along with barriers created by snow and ice. People are looking for venues in which to safely and comfortably walk during the winter, and are viewing large buildings such as shopping malls or community centres as places in which to engage in their routine.</p> <p>The following table illustrates that three of the five benchmarked communities, including Milton, provide indoor walking tracks. These facilities do not tend to have set service level targets but rather have been developed by opportunity through construction of new multi-use community centres.</p> <table border="1"> <thead> <tr> <th>Municipality</th> <th>Service Level</th> <th>Walking Tracks</th> </tr> </thead> <tbody> <tr> <td>1. Milton</td> <td>1 : 50,500</td> <td>2</td> </tr> <tr> <td>2. Vaughan</td> <td>1 : 104,500</td> <td>3</td> </tr> <tr> <td>3. Oakville</td> <td>1 : 182,500</td> <td>1</td> </tr> <tr> <td>4. Halton Hills</td> <td>n/a</td> <td>0</td> </tr> <tr> <td>5. Burlington</td> <td>n/a</td> <td>0</td> </tr> <tr> <td><b>Benchmark Average</b></td> <td><b>1 : 112,500</b></td> <td><b>2</b></td> </tr> </tbody> </table> <p><i>Notes: Service level rounded to the nearest 500 residents. Average excludes Halton Hills and Burlington as service is not provided in municipal facilities. Benchmarks do not define a set provision standard, choosing to provide walking tracks where opportunity and feasibility permit.</i></p>	Municipality	Service Level	Walking Tracks	1. Milton	1 : 50,500	2	2. Vaughan	1 : 104,500	3	3. Oakville	1 : 182,500	1	4. Halton Hills	n/a	0	5. Burlington	n/a	0	<b>Benchmark Average</b>	<b>1 : 112,500</b>	<b>2</b>
Municipality	Service Level	Walking Tracks																				
1. Milton	1 : 50,500	2																				
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4. Halton Hills	n/a	0																				
5. Burlington	n/a	0																				
<b>Benchmark Average</b>	<b>1 : 112,500</b>	<b>2</b>																				
Community Feedback	Through the Community Input Event, certain participants expressed their satisfaction with having indoor walking opportunities available to them during the winter. Certain sport and recreation groups also noted that the track benefits some of their dry-land training needs.																					
Needs Assessments	Many new community centre templates in the G.T.A., including the Milton Sports Centre and M.N.C.C., are integrating indoor walking tracks that typically encircle an arena, gymnasium or indoor turf field. The tracks tend to be between two and three lanes with a rubberized surface, the length of which is dependent upon design and use intended (e.g. a running track may be 200 metres whereas a track geared only to walking may be smaller). Observations suggest that while many communities with such facilities do not view them as cost-recovery features (a nominal charge as is the case in Milton, if any at all, may be applied), the steady volume of use is typically viewed as achieving the intent of promoting physical activity while increasing the 'foot traffic' of a community centre as a whole.																					



The observed popularity of the new walking track at the M.S.C. suggests that local residents and user groups have benefitted from indoor walking and jogging space, and it has become part of the multi-purpose experience afforded by the community centre. A new walking track at the M.N.C.C. will be available to the community within the C.S.M.P. Update period.

In addition to accommodating general community use for casual purposes, the M.N.C.C.'s indoor track provides a unique opportunity and experience to sport groups due to the nature of the M.N.C.C. as a whole, including its equipment-based fitness centre. Recognizing that the M.N.C.C. and its track will be popular among sports groups, there is opportunity to develop targeted running programs oriented to sport groups on this high calibre track. Doing so may also shift sport users from the M.S.C., where the Town can re-orient the M.S.C. walking track specifically for community-level use thereby minimizing incompatible/uncomfortable experiences between casual walkers and athletes. Discussions with Town staff suggest that based on current demand, these two existing indoor tracks will be sufficient for planning period and do not warrant a third indoor track to be included at the Sherwood Community Centre though this does not necessarily preclude investigating the feasibility of a walking circuit within common areas to be considered through architectural concepts (e.g. as part of hallways).

Action Plans	F13. Explore the development of athlete-centred running programs at the M.N.C.C. indoor track and encourage a greater degree of casual usage at the Milton Sports Centre track.
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## Community Activity Space

### a) Stand-Alone Community Halls

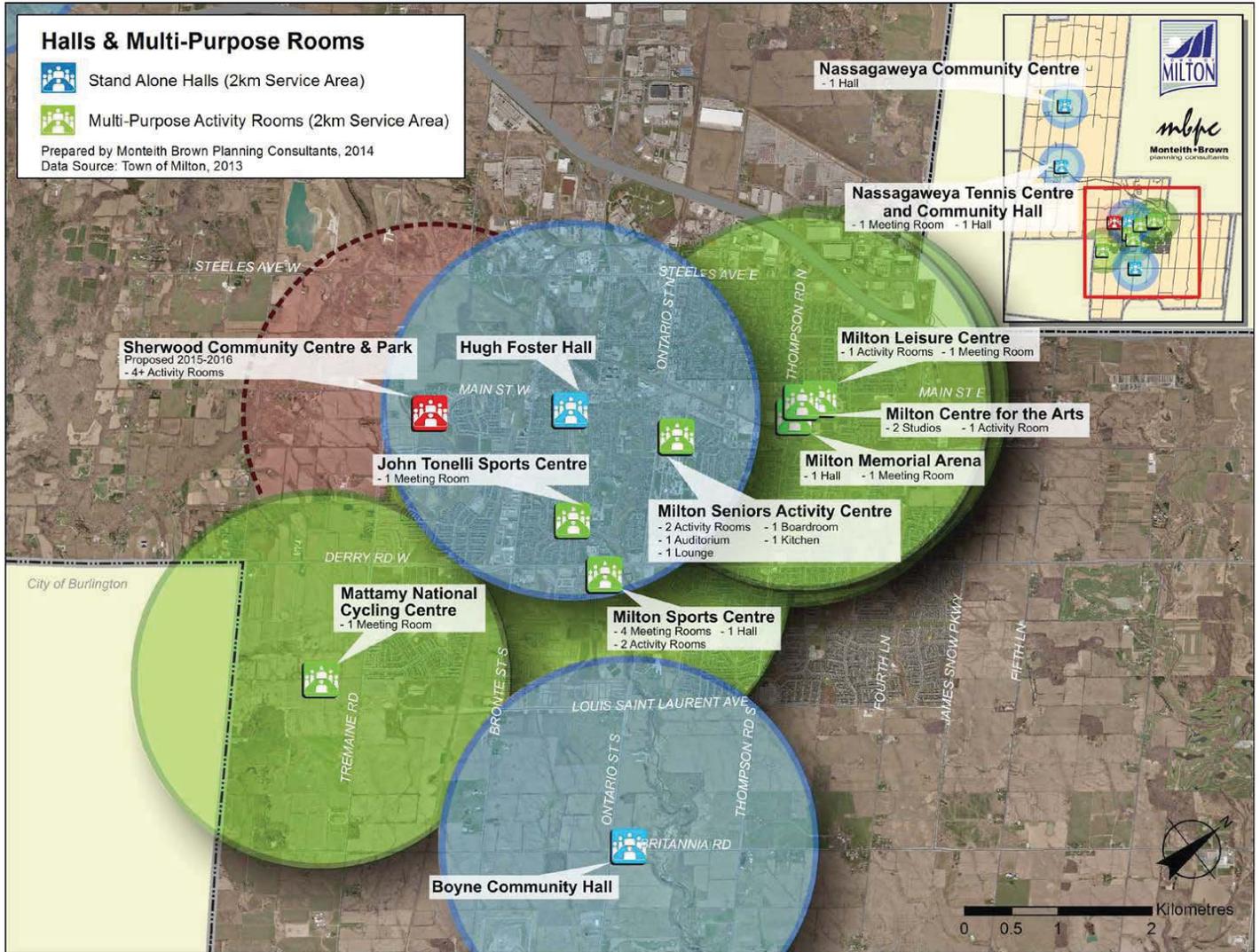
Supply	The Town provides four stand-alone halls throughout Milton. The Nassagaweya Tennis Centre and Community Hall is an example of a new hall, providing the opportunity for satellite programming in the rural areas while also leasing space to the Nassagaweya Tennis Club. The Nassagaweya Community Centre (formerly known as Brookville Hall) and existing Boyne Community Centre are older facilities that contain a large meeting hall with warming kitchen and washroom facilities. Hugh Foster Hall is another stand-alone facility forming part of Milton's Town Hall complex and is largely used by arts and cultural groups, as well as for smaller-scale gatherings. The Campbellville Lions Hall, while still under municipal ownership, is not included in the supply. This is a result of a recent staff report <sup>11</sup> declaring the facility as surplus due to deterioration of mechanical and structural systems that are deemed cost prohibitive in relation to utilization levels.
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Market Conditions	Historically, stand-alone community and banquet halls were provided as single-purpose facilities within which passive activities could be held (private gatherings and meetings). Since that time, the co-location of multi-purpose and meeting spaces at multi-use community centres has become the norm as the provision of multi-purpose activity spaces enhance cross-programming opportunities for public and private functions, and achieve economies
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<sup>11</sup> Town of Milton. Staff Report COMS-028-13: Declaration of Surplus Land - Campbellville Lions Club Hall (42 Main Street, South, Campbellville). September 9, 2013.



	<p>of scale for the municipality regarding facility construction, maintenance and management. Due to the nature of this type of facility, no comparable benchmarking data was collected for the provision of stand-alone community halls.</p> <p>The number of municipal programs delivered out of stand-alone halls is limited with six in total, five of which are at the Nassagaweya Tennis Centre and Community Hall. Instead, the Town has been programming its integrated multi-purpose rooms (within community centres) to a much greater extent as will be discussed in the following pages. In total, 2,900 prime time hours were rented at the halls in 2014 which is a decline of 16% (about 560 hours) from 2012 while non-prime hours have declined by 9% (127 hours) to just under 1,250 hours used in 2014.</p>
Community Feedback	<p>Through the Community Group Survey, the Nassagaweya Historical Society was the only group to report use of stand-alone halls. The group occasionally utilizes the Nassagaweya Community Centre (due to its large capacity but find it is not always available when they need it), the Nassagaweya Tennis Centre (the limited capacity and cost is a barrier for them) and used the Campbellville Lions Hall prior to its recent closure.</p>
Needs Assessments	<p>No new stand-alone halls are recommended in the next five years, as per common practice across urbanized areas in the G.T.A., and the fact that the Town has transitioned the vast majority of its programming to integrated rooms within its multi-use community centres. Instead, the focus should be on conducting strategic improvements to key facilities that are of value to the community and allow the Town to provide its full complement of programming and rental opportunities.</p> <p>As new facilities, the Nassagaweya Tennis Centre and Hugh Foster Hall do not require any major alterations or major investments within the next five years due to the high quality experience offered to their respective target audiences. The Town recently undertook planned interior and exterior improvements at the Nassagaweya Community Centre to maintain its rural presence in the north of Milton.</p> <p>With respect to the Boyne Community Hall, the Town does not provide any programs at this location as it offers very limited amenity or architectural value that does not appeal to most users, and the fact that the Milton Sports Centre banquet hall and activity rooms are much more desirable. In fact, the Boyne Community Hall is probably better suited for another indoor or outdoor use as the urbanized area of Milton extends around it. The Boyne Secondary Plan designates the parcel currently occupied by the Hall as a 'Major Node Area' with the intersection of Regional Road 25 and Britannia identified as a 'Gateway' node. For these reasons, the Boyne Hall property has strategic value to the Town in that it could be used, with or without a built structure, to provide parkland opportunities over and above those identified in the Boyne Secondary Plan (parkland assessments show that Milton will be challenged in obtaining a sufficient quantum of suitable park space in the future). Such a park could be a traditional green space or could function as a high quality civic open space located in the Gateway node. Alternatively, the Town could divest itself of this parcel provided that the financial proceeds are appropriate and can be re-invested into other parks in Boyne and/or Boyne Community Centre (the timing of the latter is expected beyond the planning period of this C.S.M.P. Update).</p>
Action Plans	<p>F14. Consider divestment of the property associated with the Boyne Community Hall as development proceeds in this area. Park opportunities for this area to be provided as per the Boyne Tertiary plan.</p>





## b) Multi-Purpose Activity Rooms

### Supply

Integrated activity rooms under the purview of the Community Services Department are located within the Milton Leisure Centre, Milton Sports Centre, Milton Centre for the Arts, Mattamy National Cycling Centre, the Milton Seniors Activity Centre, Tonelli Arena, and Milton Memorial Arena. These rooms span different sizes and offer different levels of amenity to provide for a diverse range of functions from large events to small gatherings, for both recreational and cultural activities. There are 23 multi-purpose activity rooms, as follows:

- Mattamy National Cycling Centre (2) – multi-purpose meeting rooms
- Milton Centre for the Arts (3) – 2 studios, 1 activity room;
- Milton Leisure Centre (2) – 1 activity room, 1 meeting room;
- Milton Seniors Activity Centre (6) – 1 auditorium, 2 activity rooms, 1 lounge, 1 board room and 1 kitchen;
- Milton Sports Centre (7) – 1 banquet hall, 2 activity rooms, 4 meeting rooms; and
- Arenas (3) – 1 hall (Lions Club Hall at Memorial Arena), 2 meeting rooms (Tonelli and Memorial Arenas).

These facilities are illustrated on the preceding map.

### Market Conditions

The community as a whole benefits from having well distributed multi-purpose program spaces as they provide residents with flexible facilities for a variety of programs and meetings. These spaces consist of meeting rooms, halls, activity and crafts rooms, age-specific rooms, and general-purpose program rooms. The spaces are typically used by the Town to deliver a wide range of recreation programming, or are booked by the community for various meetings. With a few exceptions, most facilities come equipped with two or more multi-purpose rooms. Coupling program rooms within a multi-use community centre assists with achieving economies of scale and provides a range of cross-programming opportunities. These spaces are typically equipped with a variety of supporting amenities such as storage cupboards, countertops and sinks although this is not always the case.

For Milton, its 23 rooms represent a service level of about one multi-purpose activity room per 4,200 residents. Program and meeting rooms tend to be viewed as complementary to community facilities and vary substantially in size and, in addition, some larger rooms can be subdivided creating additional room space. As such, benchmarking data was not collected for the assessment of integrated community program spaces.

Over 20,100 prime hours were programmed within the Town's multi-use activity rooms in 2012, up 5,350 hours (36%) from 2010; however, 2,900 hours were booked in non-prime times, down about 90 hours (3%) from three years ago. Of these, community rentals accounted for about 10,000 hours (up 12%) with the balance associated with Town programming. The majority of use occurred at the M.S.C. and the M.S.A.C. with about 7,000 hours each of prime usage, for both Town programming and community rentals. The M.C.A. booked over 2,000 hours of use in its first year of operation (the majority of which was for internal municipal program delivery), indicating that cultural users were supportive of the space though likely shifting a degree of time away from their previous facilities that may not have been as conducive to their needs.

While prime utilization rates range from 17% (arenas) to 28% (M.S.C.) and non-prime utilization ranges from 8% (M.C.A.) to 21% (M.L.C.), it is not uncommon for multi-use activity spaces to have a large amount of unbooked hours. This is due to the fact that they are usually oriented to specific uses that may not have volume demand, or some are under-utilized due to their location within single purpose facilities (e.g. arenas) which tend to have a lower level of demand. For example, the Banquet room, Optimist and Lions Rooms are well utilized while smaller integrated meeting rooms and the Memorial Arena meeting room are not. Multi-purpose rooms should be viewed as 'opportunity-based' spaces that cannot be expected recover



costs (which are negligible compared to arenas and pool costs) but instead provide a great deal of value to those who need access to such space. The fact that the number of hours being booked at these rooms has increased significantly over the past three years indicates that the spaces are in demand by the core users who require them, and have facilitated additional growth within the Community Services Department’s programming portfolio.

**Note: through data collection undertaken for the C.S.M.P. Update, Community Services Staff indicate that there is a need to revisit definitions of prime and non-prime hours. The above utilization data will be recalculated once new definitions of prime and non-prime times is established.**

Community Feedback

Participants in the Community Interests Focus Group and Cultural Forum noted a preference to make use of the Town’s multi-purpose spaces for gatherings, workshops and other small events. Some groups, however, noted difficulties in utilizing the spaces for various reasons though they primarily cited scheduling difficulties (sometimes being bumped by other groups or lack of availability of desired rooms at desired times). *These comments contradict actual usage trends as articulated by the low utilization rates, likely due to the way in which prime hours have been calculated.*

Needs Assessments

Given that the Town achieves excellent spatial distribution of facilities, available capacity in existing spaces in prime times, and the fact that future community centre developments will be limited in number due to increasing land scarcity, Milton’s existing service level (one room per 4,200 residents) has been slightly adjusted downward to target a service level of 1 multi-purpose activity room per 5,000 residents. By the year 2018, this will result in a total supply requirement of 28 multi-purpose rooms (5 more than provided) to meet the needs of 139,500 residents.

Program attendance for both registered and drop-in activities has been steadily increasing over the past three years indicating a growing demand will be placed on community program spaces. With a growing demand for integrated community program spaces for both Town run programs, partnered programs and community rentals, combined with the trends toward increasing demands by an aging population placing demands on a wide range of programming, the Town should explore the provision of at least three multi-purpose activity rooms as part of the proposed Sherwood Community Centre (which is fairly consistent with the number of such rooms in similar facilities such as the M.S.C. and M.L.C.), one of which is large enough to be divisible in two with capacity for at least 100 persons with a kitchen. Furthermore, integration of youth, older adult, arts and cultural programming into the proposed Community Centre could assist in improving the utilization of multi-purpose spaces. While the addition of three activity rooms will continue to leave a deficit in the number of facilities when applying the service level target, the provision of stand-alone halls is not recommended and sufficient geographic distribution exists suggesting that a future Boyne Community Centre (anticipated after the C.S.M.P. Update period) could further address any unmet multi-purpose space requirements.

Action Plans

F15. Integrate a minimum of three multi-use activity spaces, one of which is sufficiently large enough to be divisible in two (*see Recommendation F10*), within the proposed Sherwood Community Centre (subject to confirmation through the feasibility study and business plan), each flexibly designed to accommodate a range of program and rental opportunities for community, recreation, cultural and library uses. Additional spaces may be considered through new facility developments (whether part of, or outside of the purview of the Community Services Department), including as part of a future Boyne Community Centre.



### c) Older Adult Activity Rooms

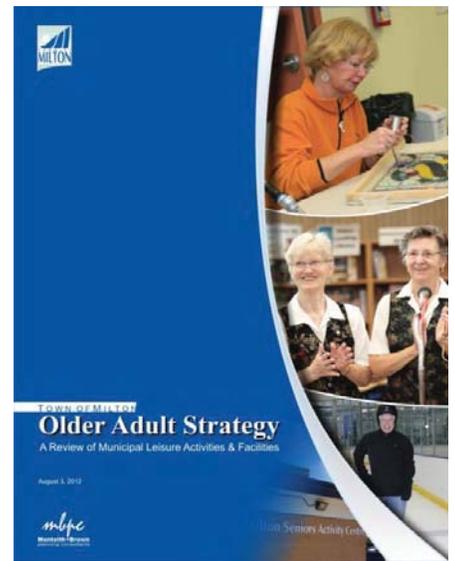
Supply	The Milton Seniors Activity Centre (SAC) is a 24,000 square foot dedicated seniors centre that the Town of Milton leases from the Region of Halton's at the Allendale long-term care complex. Older Adult (i.e. ages 55+) and seniors programming, offered through the Town and community-based providers, is also available within a variety of other municipal facilities such as the Milton Leisure Centre, Milton Sports Centre, the Milton Centre for the Arts, and stand-alone halls.
Market Conditions	The SAC has 818 members (as of June 2015), and provides a wide variety of registered and drop-in program opportunities, including those in the areas of active living, general interest, and workshops. Older adults and seniors comprise nearly one-fifth (17%) of Milton's population, creating demands for spaces such as the SAC and areas within municipal facilities. Older adult spaces provide venues for individuals to gather, share common interests, hold events and programs, and provide older adults with a means of social support, the latter of which is becoming increasingly important due to the growing number of residents who have social ties outside of Milton. Although Milton has not experienced the degree of aging as other communities, the number of older adults and seniors can be expected to increase in the future, particularly in the Town's rural and established urban areas.
Community Feedback	<p>Representatives from the Milton Seniors Activity Centre provided feedback through the Groups Survey and the Community Interests Focus Group, stating that they were pleased with the directions contained in Milton's Older Adult Strategy and expressed their desire for the Town to continue to implement that strategy. They express a desire to expand and improve the SAC, and anticipate that a new older adult's centre (with active living areas, computer labs, multi-purpose rooms, etc.) may be required at some point in the future to attract Baby Boomers in the community.</p> <p>The Town's 2013 <i>Community Profile</i> Survey found the following with respect to the SAC:</p> <ul style="list-style-type: none"><li>• The SAC was used by 11% of the sample. Residents living in Milton for more than ten years, particularly those living in the established urban area, were more likely to attend activities at the SAC than newer residents.</li><li>• Those who did not use the SAC reported being uninterested (53%), not being a senior (29%), being too busy (8%), or not being aware of opportunities (5%).</li><li>• The SAC received an overall satisfaction rating of 90%. The highest priority items for increasing satisfaction included conducting improvements to the rental booking process, quality of amenities, and hours of operation.</li></ul>



Needs Assessments

The Milton Older Adults Strategy, completed in 2012, provides a comprehensive assessment of needs associated with Milton’s older adult population. It contains over 40 recommendations pertaining to programming, facilities, fees, staffing and volunteers, partnerships, and outreach. For the C.S.M.P. Update’s facility assessment, the following recommendations are deemed to be the most relevant to older adult activity spaces:

- If a long-term agreement can be established between the Town and Region, **expand the Milton Seniors’ Activity Centre on its current site** within the next 5 to 7 years. This expansion would add approximately 5,000 to 10,000 square feet (for a total of 20,000 to 25,000 square feet of ‘usable’ space) in order to improve the lobby/entryway, add an active living studio (with sprung wood floor) and additional activity rooms, and to accommodate a cafeteria expansion. An **activity room with a sprung wood floor** should also be considered as part of an expansion to the SAC, as well as active living studio(s) in future community centres.
- **A smaller satellite facility should be established within the future Sherwood Community Centre (and considered as part of all subsequent community centre developments in the future).** This option could include dedicated space for older adults (such as a lounge, activity space, small kitchen, etc.) and access to shared spaces within the centre.
- Regularly identify and assess **program gaps and preferences** through a variety of methods.
- Continue to work in partnership with community groups, Halton Healthcare, Region of Halton, etc. to provide **workshops** of interest to older adults.
- To better serve older adults living in the Town’s **rural area**, the Town and/or its partners should be encouraged to use Milton’s rural community centres for programs and workshops focused on health and wellness (e.g., low impact aerobics, health clinics, etc.) and topics of special local interest.



Action Plans

- F16. Establish an Older Adult Activity Area within the Sherwood Community Centre, subject to confirmation through the feasibility study and business plan, potentially containing lounge, activity room and/or small kitchen along with access to shared spaces within the community centre.
- F17. Explore expansion and/or relocation potential of the existing Milton Seniors Activity Centre in conjunction with the Region of Halton towards the end of the C.S.M.P. Update period.



#### **d) Youth Activity Rooms**

Supply	The Town of Milton does not operate any dedicated youth facilities. A regional organization known as the Our Kids Network operates one of its three hubs in Milton at Our Lady of Victory School (located near the Milton Sports Centre).
Market Conditions	<p>According to Statistics Canada, the number of youth ages 10 to 19 increased by more than 3,200 persons (50%) between the 2006 and 2011 Census periods, with youth accounting for 12% of the Town's total population. Furthermore, the number of children ages 0 to 9 nearly doubled in Milton (growth of about 7,500 persons) between 2006 and 2011, with over 15,700 children accounting for 18% of the total population as recorded by the 2011 Census.</p> <p>The implications of such growth are significant. With three out of ten residents under the age of 20, there is a significant market to be served through the Community Services Department and its child/youth-serving partners. Another major implication is that children of today will eventually become the youth of tomorrow, meaning there could be well over 15,000 youth over the next decade (plus youth additions from net in-migration) who will be looking for activities to occupy their time. The provision of parks, facilities and services offering positive youth experiences is thus critical.</p> <p>While there are no dedicated municipal youth spaces, the Community Services Department offers a number of programs oriented to those between the ages of 13 and 19 at parks and community centres. Community-based providers, including minor sports and service clubs, are also involved in providing youth-specific services out of Town-owned parks and facilities. The Town of Milton achieves a Youth-Friendly Community 'Silver' designation under the Play Works recognition program that acknowledges high quality efforts among municipalities striving to ensure their youth have continuous access to a diversity of 'play' (play being anything a young person does in his/her free time which could include: sport, recreation, drama, dance, music, the arts, volunteerism, leadership development, service leadership and/or civic engagement).</p> <p>Drop-in programs for youth include basketball (at the M.L.C. and M.S.C.), recreational skating at various arenas, and most recently indoor turf programs at the Milton Indoor Turf Centre. Funtastic Fridays at the M.L.C. for those ages 9-13 also provides theme-based drop-ins. Registered programs include the youth art studio offered at the M.C.A., a number of active programs (e.g. youth bootcamp, dodgeball/tchoukball, personal training sessions, yoga and zumba), and general interest programs centred around leadership.</p>
Community Feedback	The Youth Summit identified that the ideal youth centre would be a welcoming, fun, and safe place to hang out and study. Youth participants liked the idea of having dedicated space within a multi-use setting so that they could benefit from other services such as food, recreation and cultural programs, and access to transit. Their desired youth space would contain entertainment areas with TVs and multimedia equipment, a music studio, wireless internet and areas to conduct a variety of casual activities. A youth space would also be a place to obtain volunteer hours, do homework or get tutored. Input provided by youth-serving agencies participating in the Community Interests Focus Group also echoed the aforementioned themes about providing safe and welcoming spaces, with an added emphasis on ensuring inclusive youth-friendly services offered by municipal and community-based providers.

Needs Assessments

As discussed above, support for a multi-faceted youth oriented space was noted through the Youth Summit. There are no generally accepted service level standards in determining the required rate of provision as youth specific centres are often constructed on the basis of opportunity, co-location and cross-programming potential with other recreational facilities, involvement of community-based providers and schools in delivering afterschool services, etc.

Youth spaces are provided in a variety of ways. Dedicated municipal spaces solely for youth-oriented programming and use are common in many municipalities, either as stand-alone buildings or integrated within community centres. Certain municipalities also assign “youth priority” spaces that are multi-purpose rooms available for use by the entire community but youth-oriented activities take precedence over other uses when booking the space. Each model has its benefits and challenges.

Whether dedicated or prioritized, integration of youth space within a multi-use community centre brings a number of operational efficiencies in that cross-programming opportunities exist, especially if the facility contains a gymnasium or is co-located with outdoor facilities such as skateboard parks or hard surface courts. Integrating youth space into a larger facility allows a municipality to reduce staffing redundancies as the facility can benefit from onsite supervision and maintenance staff (although a trained Youth Coordinator is usually required regardless). Co-location also is fiscally-efficient when considering facilities such as gymnasiums do not need to be constructed elsewhere. Furthermore, multi-use community centres tend to be planned in a manner that maximizes their accessibility (e.g. situating them along transit routes and sometimes trail networks) often resulting in youth being able to travel to such facilities with relative ease.



Stand-alone facilities often consist of retail-format “storefront” spaces that are adapted for youth program delivery. Many non-profit or community-based providers tend to employ this model. These facilities can foster a sense of ownership among their users as youth, though integrated spaces can achieve the same effect with careful planning through design and responsive program delivery.

Regardless of the space format ultimately chosen, the success of a youth centre will amount to the level of comfort that it exudes through design and the way in which staff and users interact amongst each other. Youth facilities, first and foremost, should be inclusive areas where users feel safe and welcome. Design of the facility and its program delivery should involve youth at every critical planning stage so that their voices are reflected, and in turn the youth become engaged and empowered in a manner that creates buy-in for the facility while also developing positive leadership traits that they will carry on into adulthood. Where feasible, creative partnerships with non-municipal agencies can result in the creation of a holistic service hub that can meet recreational, cultural, educational and/or social service needs that most youth seek.



From the municipal perspective, the strength of the Community Services Department is in the delivery of recreation and cultural programs, while the Town as a whole is a progressive organization whose commitment to addressing youth needs is exemplified through its “Youth-Friendly Community” designation. With a great deal of program development and delivery expertise channelled through its community centres, an integrated youth space approach is the preferred option to pursue. This is consistent with past direction from the 2008 C.S.M.P. and aligns with the Town’s current practice of offering youth programming at the M.L.C. and M.S.C. through common spaces oriented to broad community use such as gyms and fitness centres.

Within the next five years, the Sherwood Community Centre is deemed to be a suitable candidate for integrated youth space. While a gymnasium has not been proposed as part of its initial construction phase, the recommended large multi-purpose hall should be designed in a manner that can facilitate certain youth-activities such as ball hockey, dance, or other recreational/cultural pursuits suitable in a hall-type space. Longer-term, a similar approach makes sense if constructing a multi-use community centre in Boyne (particularly if that facility has a gymnasium and/or is potentially developed adjacent to or in partnership with a local school, as theorized in the Multi-Use Community Centre assessment earlier in this Appendix). Additionally, youth in Milton’s established urban and/or rural areas could be serviced through integrated or priority-based use of program rooms that currently have capacity, with the added benefit of bolstering utilization rates (although cost recovery thresholds at such facilities may not change since youth programs tend to be low to no cost, however, the true gain is exposing youth to positive activities).

Prior to constructing any dedicated youth facilities, however, the Town should reconfirm directions pertaining to youth space after first undertaking a Youth Strategy that reinforces the municipal commitment to engaging and empowering local youth in decision-making. A Youth Strategy would be able to rationalize space requirements based on input from youth regarding the types of spaces and services they require across Milton, ultimately resulting in a comprehensive implementation strategy that builds on research, studies and results of previous work undertaken for and by youth, by various agencies and the Region of Halton.

While it would be premature for the C.S.M.P. Update to make comprehensive recommendations on youth needs prior to the Town undertaking a Youth Strategy, emphasis on high level topic areas applicable to youth services is encouraged. For example, acceptance and application of principles centred around inclusion, empowerment, and collaboration with youth and youth-focused organizations continues to be strongly encouraged. Milton’s should continue to develop its portfolio of youth-specific programs and service delivery practices so that it continues to achieve a ‘Silver’ or higher Youth-Friendly designation when the certification is up for renewal in 2016. Subject to confirmation through the proposed Youth Strategy, consideration should be given to including a dedicated or youth-priority rooms, whereby youth programming has principal priority, in existing or future multi-use community centres (e.g. the M.L.C. or the proposed Sherwood Community Centre).

Action Plans

F18. Undertake a Youth Strategy that comprehensively assesses collaborative approaches to facility and service delivery specific to the needs of residents falling between the ages of 13 and 17 years. One of the outcomes of such a Youth Strategy should be to confirm the need for dedicated youth spaces that are integrated in existing and/or future multi-use community centres.



## Indoor & Outdoor Sports Fields

### a) Indoor Turf

#### Supply

The Milton Indoor Turf Centre (M.I.T.C.) recently completed its second season of operations. The M.I.T.C. is co-located with Jean Vanier Catholic Secondary School, providing a seasonal indoor playing experience through use of an air-supported structure in the fall and winter (the bubble is removed for the summer months). The artificial turf measures 105m x 64m (345' x 210'), divisible into two half-fields or four quarter-fields to allow for simultaneous programming.

There is also a private sector provider that owns and operates the Milton Soccer Centre. Built in 2011, the Milton Soccer Academy is the anchor tenant at this facility, using the 130' x 80' field. The Milton Soccer Academy has expanded their programming into the M.I.T.C. (while retaining its programs at the Milton Soccer Centre). Private sector operations are common throughout the G.T.A. including in regional communities such as Oakville.

#### Market Conditions

The demand for indoor turf facilities has been driven by soccer's continued appeal plus an increased emphasis on year-round training and competition, combined with considerable demand from other sports such as Ultimate Frisbee, football and baseball. While only a segment of the overall soccer market play indoors (about 1 indoor player for every 4 outdoor players), more players are looking for year round soccer opportunities and resulting in elevated registrations in indoor programs. Indoor soccer is largely driven by adult participation, however, youth involvement is also growing (in Milton, however, youth bookings constitute the majority of use).

Milton's service level is 1 indoor turf field per 101,270 residents with the addition of the M.I.T.C. The benchmarking indicates that communities are not setting provision standards for indoor turf facilities but rather providing them where feasible and supported through sound business planning. Caution should be exercised in the literal interpretation of the benchmarking table given different operating environments among municipalities. For example, like Milton with the Milton Soccer Centre, Burlington, Oakville and Vaughan have private sector operators which has reduced or negated the need for municipal involvement, while the Halton Hills facility is situated on Town land but is operated independently by a community organization. As an example of yet another funding arrangement, Burlington and Whitby have debentured the cost of bubbles and are being paid back by their respective Soccer Clubs. Furthermore, the size of indoor turf fields varies as Milton and Oakville's full size fields can be split into four simultaneously programmed fields while others may only be able to be split in two.

Municipality	Service Level	Indoor Turf Centres
1. Halton Hills	1 : 60,500	1
2. Milton	1 : 101,000	1
3. Oakville	1 : 182,500	1
4. Vaughan	n/a	0
5. Burlington	n/a	0
<b>Benchmark Average</b>	<b>1 : 114,500</b>	<b>1</b>

*Note: Service level rounded to the nearest 500 residents. Average excludes Vaughan and Burlington as service is not provided in municipal facilities.*



	<p>For the M.I.T.C.'s 2014 operation (January to March and the month of December), over 2,200 prime hours were utilized, split fairly evenly between weekday and weekend bookings. Over this sixteen week span, utilization averaged approximately 140 hours booked per week out of a possible 192 hours, or 69%.<sup>12</sup> About 95% of prime hours were allocated for user rentals with the remainder dedicated for Town of Milton programming. The first quarter of 2015 had 2,250 booked prime hours, averaging 180 hours per week or 94% utilization of available hours. Anecdotal observations from area municipalities suggests that the M.I.T.C. is drawing considerable regional interest, particularly from communities such as Mississauga and Oakville, with the Town indicating 12% of all users are non-residents.</p>
<p>Community Feedback</p>	<p>Some groups indicated that the inability to access affordable local indoor turf opportunities was presently a concern. Apart from that, there was limited feedback pertaining to indoor turf apart from sport and recreation groups indicating that they were eagerly awaiting the opening of the M.I.T.C. (as consultations were held prior to the facility's opening date).</p>
<p>Needs Assessments</p>	<p>The M.I.T.C.'s 2015 first quarter schedule resulted in 1,800 of a possible 2,400 hours rented, there is about 600 hours of capacity available translating into about 50 hours per week, or about 12 hours per week per quarter field that is presently unbooked. It is difficult to rationalize the need for another indoor turf field without first undertaking a business plan or an update to the Town of Milton's Indoor Turf Study (2012) that originally provided the basis for proceeding with the M.I.T.C. That 2012 Study stated that demand exists for four 100' x 180' fields by the year 2021 (which is what the M.I.T.C. provides now) and thus the M.I.T.C. was anticipated to fully satisfy the long-term need by 2021. It is recognized that the M.I.T.C. has exceeded expectations, though it does attract a degree of non-resident use from communities such as Mississauga and Oakville. It is important to note that Mississauga has identified the construction of an indoor turf facility along its western boundary with Milton as one of its short term priorities (could be as soon as 2017), while the feasibility of building another indoor turf facility in north Oakville is presently being studied. The development of one or both of these facilities will have an effect on usage of the M.I.T.C.'s utilization profile depending upon the extent of its non-resident usage.</p> <p>Despite strong utilization at the M.I.T.C. at present, it would be premature for the Town of Milton to construct a second indoor turf facility prior to collecting market-specific data on the regional indoor soccer market (with a focus on users that are playing in Milton), and monitoring usage at the M.I.T.C. in relation to the impact of any planned or existing indoor soccer facilities in Halton and Peel Regions. Accordingly, indoor turf requirements will need to be evaluated on an ongoing basis with the need for additional facilities likely be confirmed through business planning.</p>
<p>Action Plans</p>	<p>F19. Undertake a business plan quantifying the need for municipal investment in a second indoor turf facility, considering regional supply and demand attributable to area municipalities (notably Mississauga and Oakville) as well as the private sector. Through this exercise, partnership discussions should also be initiated with school boards, other educational institutions, local sports organizations and/or the private sector to determine co-location and resource sharing potential associated with a new indoor turf facility, including the feasibility of installing an air-supported structure over an existing outdoor artificial turf field.</p>

<sup>12</sup> Prime time defined as weekdays from 5pm to 11pm and on weekends from 8am to 5pm, and is applied to each of the four 'quarter' fields in recognition that the field can be subdivided and used simultaneously if needed. M.I.T.C. Q1 schedule spans January 1<sup>st</sup> to March 31<sup>st</sup> (approximately 12.5 weeks).



## b) Outdoor Soccer Fields

### Supply

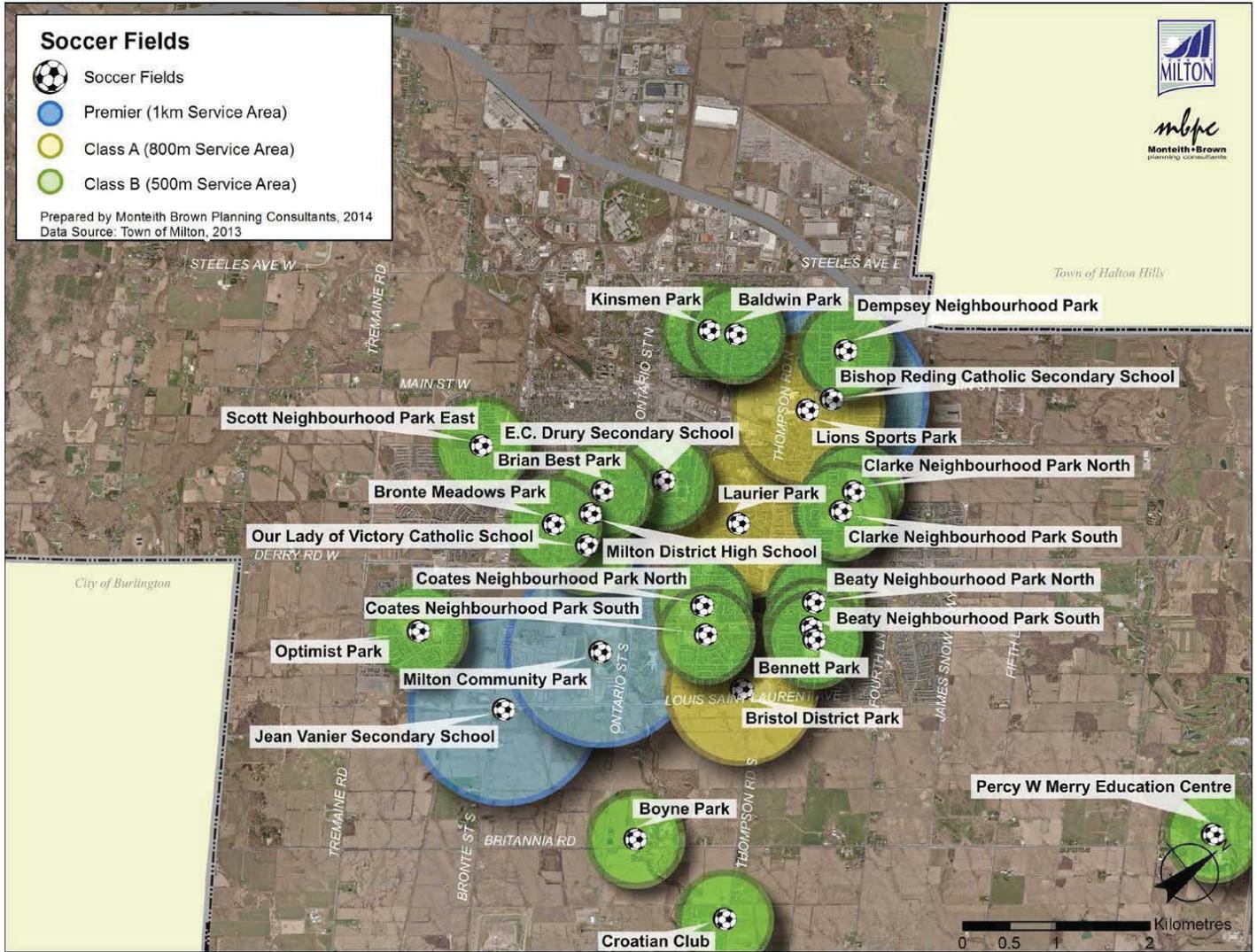
The Town permits three artificial turf fields (each under a joint-use agreement with the School Boards), fifteen major natural fields, thirteen minor fields, and twelve mini fields. Additionally, nine fields are permitted at schools and the Croatian Club. Seven of the natural turf fields are lit, each of which is considered to be the equivalent of 1.5 unlit fields due to the additional playing hours afforded during the evening. Artificial turf fields are commonly considered to be the equivalent of three unlit natural fields as they can accommodate a greater degree of wear and tear throughout an extended playing season. For the purposes of this assessment, each artificial turf is counted as the equivalent of 2.0 unlit soccer fields recognizing there would be additional capacity over and above as these function as a multi-use fields for other field sports benefitting from the turf in the spring and fall.

The fields are located as follows:

- **Artificial Turf (6.0 equivalents):** Bishop Reding Catholic Secondary School, Craig Kielberger Secondary School, Jean Vanier Secondary School
- **Major Lit (15 equivalents):** Bristol District Park, Lions Park (5), Milton Community Park (4)
- **Major Unlit (5 equivalents):** Bennett Park, Bronte Meadows Park, Boyne Park, Laurier Park, Scott Neighbourhood Park East
- **Minor (13 equivalents):** Beaty Neighbourhood Park North & South (3), Brian Best Park (2), Bristol District Park, Clarke Neighbourhood Park South, Coates Neighbourhood Park North, Dempsey Neighbourhood Park, Laurier Park, Lions Park, Optimist Park (2)
- **Mini (12 equivalents):** Baldwin Park (2), Coates Neighbourhood Park South (4), Clarke Neighbourhood Parks North & South (4), Kinsmen Park (2)
- **Non-Municipal (9 equivalents):** Croatian Club (4), EC Drury Secondary School, Milton District High School, Percy Merry School, Our Lady of Victory School (2)

Based on the above, Milton's 52 soccer fields are considered to provide the equivalent of 60.0 unlit natural fields. The following map illustrates the distribution of Milton's soccer fields, differentiating the supply into 'Premier' (including artificial turf), 'A' and 'B' fields as per the Town's sports field classification system. Service radii are differentiated by field classification in recognition that the highest order fields serve a larger catchment area than would a lower order field that provides a lesser quality of play experience.

The supply does *not* include the Cricket Commons proposed for the Sherwood District Park nor has the lit multi-use field under development at Milton Community Park, as their focus is primarily on other field sports though they may facilitate some soccer programming (refer to subsequent pages for more information on other rectangular fields).





**Market Conditions**

During the 1990s, soccer underwent enormous growth and replaced baseball and hockey as the most popular team sport among Canadian youth although participation growth rates have since stabilized. According to the Ontario Soccer Association, enrolment in outdoor soccer activities peaked in 2007 and has slightly declined in each year since. While the sport remains popular, participation reductions are most apparent in younger age cohorts. According to data contained in Milton’s 2012 Indoor Turf Study, registrations in the Peel Halton Soccer Association have risen by 6,326 players in the past ten years, representing a 12% increase in the number of outdoor players (though well below the population growth rate of the Region as a whole). Data provided by the Town of Milton indicates there were about 5,000 players registered with local soccer organizations, the majority of whom are associated with the Milton Youth Soccer Club and Milton Soccer Academy.

Milton’s 60 unlit equivalent soccer fields results in a service level of one field per 1,690 residents, slightly above the benchmark average.

Municipality	Service Level	Soccer Fields	Target Service Level
1. Vaughan	1 : 1,600	148.0	1 : 60 youth registrants
1. Oakville	1 : 1,600	125.0	1 : 100 youth registrants
1. Milton	1 : 1,700	60.0	1 : 80 registrants
4. Halton Hills	1 : 1,700	39.0	1 : 90 registrants
5. Burlington	1 : 3,900	52.0	unspecified
<b>Benchmark Average</b>	<b>1 : 2,100</b>	<b>85.0</b>	

*Notes: Service level rounded to the nearest 100 residents. Sites include municipal and school facilities, with the exception of Burlington due to lack of available school information. Unlit equivalent supply is reflected.*

Nearly 6,900 prime time hours<sup>13</sup> were booked at Milton’s soccer fields in 2014, translating into a prime utilization rate of 75%. Although this represents about 600 fewer hours booked from the year before (partially attributable to field resting and turf regeneration efforts), the number of hours rented has been trending upwards since 2010. The following provide some insights into the utilization profile of Milton’s soccer fields:

- Overall, 2,250 prime hours went unbooked during the 2014 season across all the fields amounting to about 110 hours available per week over an assumed 20 week season.
- Lit major fields were booked 66% of prime time, with 1,080 unused hours over the course of the season averaging 5 available hours per week per field;
- Unlit major fields were booked 80% of prime times, with 272 unused hours averaging 2.5 available hours per week per field;
- Minor fields were booked 75% of prime times, with 770 unused hours averaging 3 available hours per week per field; and
- Mini fields were booked 91% of prime times, by far the strongest utilization rates of all fields with 135 unused hours averaging half an hour of available time per week.

<sup>13</sup> Prime times defined as 6pm to 8pm for unlit fields and 6:30pm to 11pm for lit fields, scheduled across six days per week (Sunday to Friday).



Community Feedback	Milton Youth Soccer Club and Milton Soccer Academy participated in the Sport & Recreation Roundtable (the latter group also submitted a group survey). They suggested additional fields would likely be required with population growth, but particularly emphasized the need to maintain or improve the quality of existing fields through turf management.
Needs Assessments	<p>In recognition of the Town's considerable efforts in increasing its soccer field supply, stabilizing soccer demands evidenced by nearly 2,250 unbooked prime time hours in 2014 and diminishing supplies of large open space tracts capable of hosting new fields, the standard contained in the previous C.S.M.P. Update has been slightly reduced to 1 soccer field per 90 registrants (which includes both youth and adult participants).</p> <p>Assuming capture rates remain constant, application of the standard results in a total supply of 63.5 unlit field equivalents being required by the end of the master planning period based on a forecast of 5,700 registered players in 2018. This amounts to a need for 3.5 new unlit equivalents to be provided over and above the current supply. Distribution of soccer fields, as shown in the map, is excellent with a slight gap in the northwest portion of the urban area (and is expected to be reconciled upon the eventual development of the Milton Heights Community Park given that park is no longer envisioned for a future community centre).</p> <p>Looking beyond the C.S.M.P. Update planning period, <i>a cautious approach is required</i> to ensure that Milton does not overbuild its soccer field supply to peak demands, particularly since these facilities require a very large quantum of land. Careful monitoring of field usage and user needs is important in the context of stabilizing participation trends at the regional level, surplus capacity observed through local utilization data (some of which is attributable to field turf regeneration efforts), and a revamping of the Ontario Soccer Association's Long Term Player Development model that shifts the emphasis away from games in favour of teaching. The preferred strategy moving forward is to intensify existing soccer fields (where appropriate) and to provide single soccer fields within future neighbourhood parks (there are six neighbourhood parks identified in the Boyne Secondary Plan). Accordingly, a sports field development strategy will be required whereby the ability of existing soccer fields to be intensified (through lighting, irrigation/drainage, or artificial turf improvements) needs to be considered in addition to new field development.</p> <p>The above noted actions are heavily reliant upon artificial turf to address growth-related demands of the future and could come at a multi-million dollar cost (and a degree of risk due to higher rental rates relative to natural grass, which may affect end usage). As a result, the Town needs a contingency plan should any of the above actions not be able to meet ongoing needs. The most plausible action in this respect is to develop a sports field complex containing multiple fields as well as to continue discussions with local school boards to potentially intensify their fields given the Town's history of successful collaboration with the schools. Similarly, discussions to create artificial turf fields with any post-secondary institutions should form part of any campus master planning activities should such an institution(s) be developed in the future, with any shared-use fields involving supporting allocation policies are also established that guarantee a desired level of community access in exchange for municipal investment.</p> <p>Provision of a sports field complex within the urban boundary will be especially challenging given that two of the three District Park parcels remaining are unlikely to have sufficient space within them (i.e. Sherwood District Park will be largely consumed by the proposed community centre, softball diamond, and cricket commons while the Boyne District Park West is the proposed site of a future-term multi-use community centre thereby limiting the number of fields at that location). At present, the only assured opportunity for a multi-field complex lies at the 8 hectare Boyne District Park East and possibly at a Derry Green Community Park (where lands still need to be obtained using the cash-in-lieu contribution). The Town also negotiated acquisition of a 64 hectare site known as the Escarpment View Lands that is located at the foot of the Niagara Escarpment, and while that parcel has</p>



the greatest potential for a sports field complex due to its size, at this time it is unknown whether sports fields (particularly lit ones) will conform to Niagara Escarpment Plan policies and legislation.

To further alleviate capital investment pressures associated with developing new soccer fields, the Town should engage its soccer field users to determine potential ways in which to enhance scheduling practices and maximize all available field times (e.g. encouraging earlier start times to fit in an extra game or practice per day).

Action Plans	<p>F20. Revise the soccer field provision standard to one field per 90 registered participants.</p> <p>F21. Provide the unlit equivalent capacity of 3.5 soccer fields over the master planning period, with careful monitoring to discern improvements in soccer field utilization and bookings and requirements associated with the Ontario Soccer Association’s player development model. Field provision should be targeted through intensification of existing sports fields, integration of fields in new Neighbourhood and District Parks, partnerships to intensify school fields, and creation of sports field complexes where possible.</p> <p>F22. Continue discussions with the Niagara Escarpment Commission to develop policies permitting lit sports fields for soccer, ball, etc. within the Escarpment View Lands.</p>
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**c) Ball Diamonds**

Supply	<p>The Town permits three hardball diamonds, seventeen softball diamonds, and six minor diamonds. Additionally, three fields are permitted at schools. A total of thirteen of the diamonds are lit, each of which is considered to be the equivalent of 1.5 unlit fields due to the additional playing hours afforded during the evening. The fields are located as follows:</p> <ul style="list-style-type: none"> <li>• <b>Hardball Lit (3 equivalents):</b> Milton Community Park (2)</li> <li>• <b>Hardball Unlit (1 equivalent):</b> New Campbellville Park</li> <li>• <b>Softball Lit (15 equivalents):</b> Brookville Park (2), Drumquin Park (2), Lions Park (3), Maplehurst, Omagh Park, Sherwood District Park</li> <li>• <b>Softball Unlit (7 equivalents):</b> Beaty Neighbourhood Park, Brian Best (2), Bronte Meadows, Old Campbellville Park, Kinsmen Park, Moffat Park</li> <li>• <b>Minor Unlit (6 equivalents):</b> Rotary Park (3), Sam Sherratt Park (3)</li> <li>• <b>Non-Municipal (3 equivalents):</b> EW Foster Public School, Martin Street Public School, WI Dick Public School</li> </ul> <p>Based on the above, Milton’s 29 ball diamonds are considered to provide the equivalent of 35 unlit natural fields. Of note, the Martin Street Public School diamond could be removed from the supply pending a planned expansion to the school building.</p>
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**Market Conditions**

Prime utilization rates of Milton’s hardball and softball diamonds sit at 77%, with a total of 3,800 prime time hours booked during the 2014 season (amounting to 100 fewer hours than booked in 2012, noting that the Brookville diamonds reduce the percentage of use – excluding these diamonds, utilization would be 80%). Further examination into the utilization profile of ball diamonds reveals:

- Overall, about 1,150 hours went unbooked during the 2014 season, amounting to about 57 hours available per week over an assumed 20 week season (or about 2 hours per week per diamond, which is fairly common due to the way diamonds are scheduled);
- Lit hardball diamonds were used 79%, with 205 hours unused over the course of the season and averaging 10 available hours per week;
- Unlit hardball diamonds are very well subscribed at 93% of prime hours being booked;
- Lit softball diamonds were used 75% of prime hours, reflecting unused capacity of 540 hours averaging 27 available hours per week;
- Unlit softball diamonds were used 83%, with 83 hours unused averaging 4 hours per week; and
- Minor diamonds were used 75% of prime hours, with 310 hours unused averaging 15 hours per week.

Milton is bucking the national trend of declining ball participation as demonstrated by growth in bookings, partially driven by population increases but also possibly by growth in adult leagues that may be thriving as newcomers to Milton are looking to meet persons with common interests. Data provided by the Town indicates that softball registrations total about 1,760 players while there are another 850 hardball players affiliated with Milton organizations. In fact, hardball has grown significantly with Baseball Milton reporting a growing waiting list (over 40 players this year, though this is partially attributable to lack of volunteers) along with 17% growth in its membership over the past three seasons.

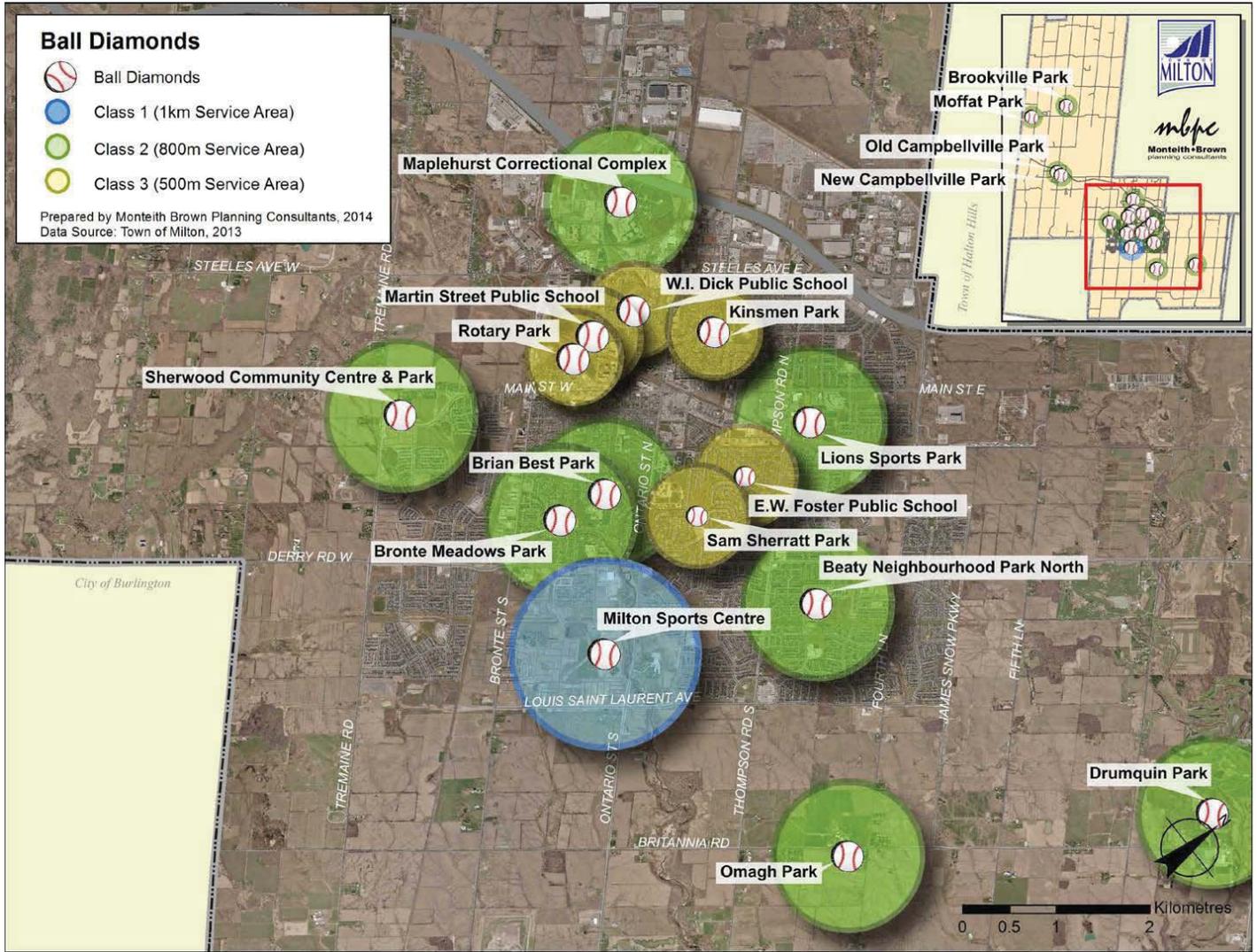
With 35 unlit equivalent ball diamonds, Milton provides one diamond for every 2,900 residents, representing the average of the regional benchmarks.

Municipality	Service Level	Ball Diamonds	Target Service Level
1. Oakville	1 : 1,900	97	1 : 5,000 pop. (area-specific)
2. Halton Hills	1 : 2,000	35	1 : 100 registrants
3. Burlington	1 : 2,300	78	unspecified
4. Milton	1 : 2,900	35	1 : 100 registrants
5. Vaughan	1 : 4,400	71	1 : 50 minor participants
<b>Benchmark Average</b>	<b>1 : 2,700</b>	<b>63</b>	

*Notes: Service level rounded to the nearest 100 residents. Sites include municipal and school facilities, with the exception of Burlington due to lack of available school information. Unlit equivalent supply is reflected.*

**Community Feedback**

Baseball Milton indicates that it requires additional diamonds (particularly lit fields) to address growth, suggesting they could book an additional 40 hours per week (though it is unclear if this takes into account the temporary loss of Bronte Meadows last season due to field reconstruction). They also have concerns about drainage at certain fields and lack of batting cages (to practice hitting). Milton Senior Baseball Club echoes similar concerns, and emphasized a need to improve maintenance and scheduling practices through their completed Community Group Survey.





Needs Assessments	<p>Consistent with the previous C.S.M.P., this Update utilizes a standard of 1 ball diamond per 100 registrants to calculate the required number of facilities given that demand for these spaces has remained fairly strong over the past few years (as evidenced by strong prime time utilization and waiting lists stated by some groups) and the continued pursuit of achieving good distribution. Assuming capture rates are maintained, 3,000 registered ball players are anticipated within Milton by the end of the master planning period resulting in a need for 30 diamonds in 2018 and a projected surplus of 5 diamonds after factoring the unlit equivalent supply. The existing surplus diamond capacity is rationalized through the Town’s ability to provide these facilities in a manner that will address future demand, along with the fact that Milton is achieving good spatial distribution in both the urban and rural areas.</p> <p>Application of capture rates suggest that registration growth is likely to create demands primarily for softball diamonds, with about two-thirds of registration growth attributable to adults as well as considering the fact that children under the age of 14 predominantly use softball diamonds. Longer-term beyond the C.S.M.P. Update period, the Town may be faced with demands for another hardball diamond as the younger age groups transition to hardball suggesting that any new softball diamonds built in the short-term be designed with the possibility of future conversion in mind, should the need arise to provide hardball in the future (e.g. designing in field expansion potential, factoring in hardball setbacks at the outset, etc.). When planning new diamonds, discussions should be initiated with local ball organizations to reconfirm diamond needs, possible designs and locations, and partnership potential (e.g. for ancillary facilities such as batting cages).</p> <p>Discussions with ball diamond users indicate that the limited number of multi-diamond sites poses constraints particularly with respect to tournament play and adult social leagues. The Town should explore a potential site that is capable of accommodating between three and four diamonds, at least two of which should be designed for hardball, in total thereby addressing the multi-diamond venue concern. However, new diamonds are only recommended during the master planning period on the basis that they are to replace repurposed diamonds (e.g. existing underutilized, lower quality facilities) should the Town deems such an action to be appropriate.</p> <p>Potential locations for a ball diamond complex include one of Boyne’s District Parks, Derry Green Community Park, or as a longer-term development within the Escarpment Lands (if the Town is permitted to provide lit facilities under the Niagara Escarpment policies and legislation). Escarpment View Lands presents an ideal location for a regional ball diamond complex particularly since another six ball diamonds are forecasted to be required between 2018 and 2021, attributable to the rapid growth forecasted for the Boyne community.</p>
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Action Plans	<p>F23. Explore the provision of a multi-diamond complex in order to facilitate tournament, skill development and/or sport tourism opportunities. In doing so, the Town may explore the construction of diamonds in the short-term provided that it removes/repurposes an equivalent number of underutilized or low quality diamonds from an existing park(s). Possible locations for a multi-diamond complex include a future District Park within the Boyne Secondary Plan area, at the Derry Green Community Park, or the Escarpment View Lands.</p>
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**d) Other Outdoor Sports Fields**

Supply	<p>Historically, organized sports such as football, lacrosse and rugby have relied upon school fields. The Town permits artificial turf fields at Jean Vanier Catholic Secondary School, Craig Kielberger Secondary School and Bishop Reding Catholic Secondary School (each considered the equivalent of 0.5</p>
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fields as the majority of their use is attributable to soccer, as discussed in that subsection), while also permitting natural turf school football fields at EC Drury and Milton District High School. A lit multi-use field is anticipated to be ready at the Milton Community Park in 2014 for use by football, Ultimate Frisbee and other field sports. Based on this supply, the equivalent of 4.5 fields oriented to other field sport users is available Milton.

In addition, Sherwood District Park contains a large open green space can be used as a recreational Cricket Commons or for minor soccer upon its expected opening in 2014; this field, however, is not a regulation size cricket pitch and thus would only permit use of a soft tape ball rather than a standard cork ball. Cricket is also played at non-regulation size fields at the Boyne Community Centre Field and at the Drumquin Park ball diamond.

**Market Conditions**

Tackle Football is a sport with cyclical popularity. There are recent indications that the sport may be again gaining popularity in Ontario, particularly for players in the 7 to 19 age group. Rugby is not seen as a growth-sport in most parts of the province, but remains stable in communities that are home to strong clubs that organize appealing programs. Trends in lacrosse suggest that the vast majority of players prefer box lacrosse, which is played indoors, rather than field lacrosse, which is likely the case for the 355 players registered with the Milton Lacrosse Association (the group notes, however, that they added two field lacrosse divisions in 2013 indicating growth). Benchmarking data was not available for municipally-owned football, lacrosse or rugby fields.

Other field sports that are growing in popularity include Ultimate Frisbee, field hockey, and cricket. Cricket has been found to be extremely popular in the Greater Toronto Area, particularly where newcomers from certain European, South Asian and Caribbean nations (where the sport is commonly played) have located. Brampton and Mississauga, as examples, provide a number of cricket pitches and are open to constructing additional ones to keep up with community needs. Locally, the Milton Marvels Cricket Club reports a 2013 membership of 40 players (about double that from its last year) though it is noted that about 40% of its players are from Milton itself.

Municipality	Service Level	Cricket Sites
1. Milton	1 : 101,270	1
2. Burlington	1 : 156,500	1
3. Vaughan	1 : 144,000	2
4. Oakville	n/a	0
4. Halton Hills	n/a	0
<b>Benchmark Average</b>	<b>1 : 134,000</b>	<b>1</b>

*Notes: Service level rounded to the nearest 500 residents. Average excludes Halton Hills and Oakville as service is not provided in municipal facilities. Benchmarks do not define a set provision standard.*

**Community Feedback**

Milton Lacrosse Association participated in the Sport & Recreation Roundtable and completed a Community Group Survey, while the Milton Marvels Cricket Club also submitted a Group Survey. Both groups articulate a need for additional sports fields suited to their respective needs, though Lacrosse emphasized a greater interest in utilizing indoor turf.



**Needs Assessments** With the availability of the three artificial turf fields (that also provide opportunity for use prior to and after the soccer season), the two school football fields along with the opening of a multi-use field at Milton Community Park, no further rectangular multi-use fields are recommended over the course of the C.S.M.P. Update period. With respect to cricket, it is recommended that the Town construct a major cricket pitch (preferably with lighting) capable of accommodating hard ball play given the apparent demand for the sport and the lack of a full size pitch. Potential options for a new major cricket pitch include the Derry Green Community Park or the Escarpment View Lands campus if developed. The design of the pitch should engage the local cricket-playing community to discuss options such as field surfaces, lighting, seating areas, and other related amenities.

**Action Plans** F24. Provide 1 major hardball cricket pitch after engaging the local cricket-playing community to discuss field location and design.

## Hard Surface Courts

### a) Tennis Courts

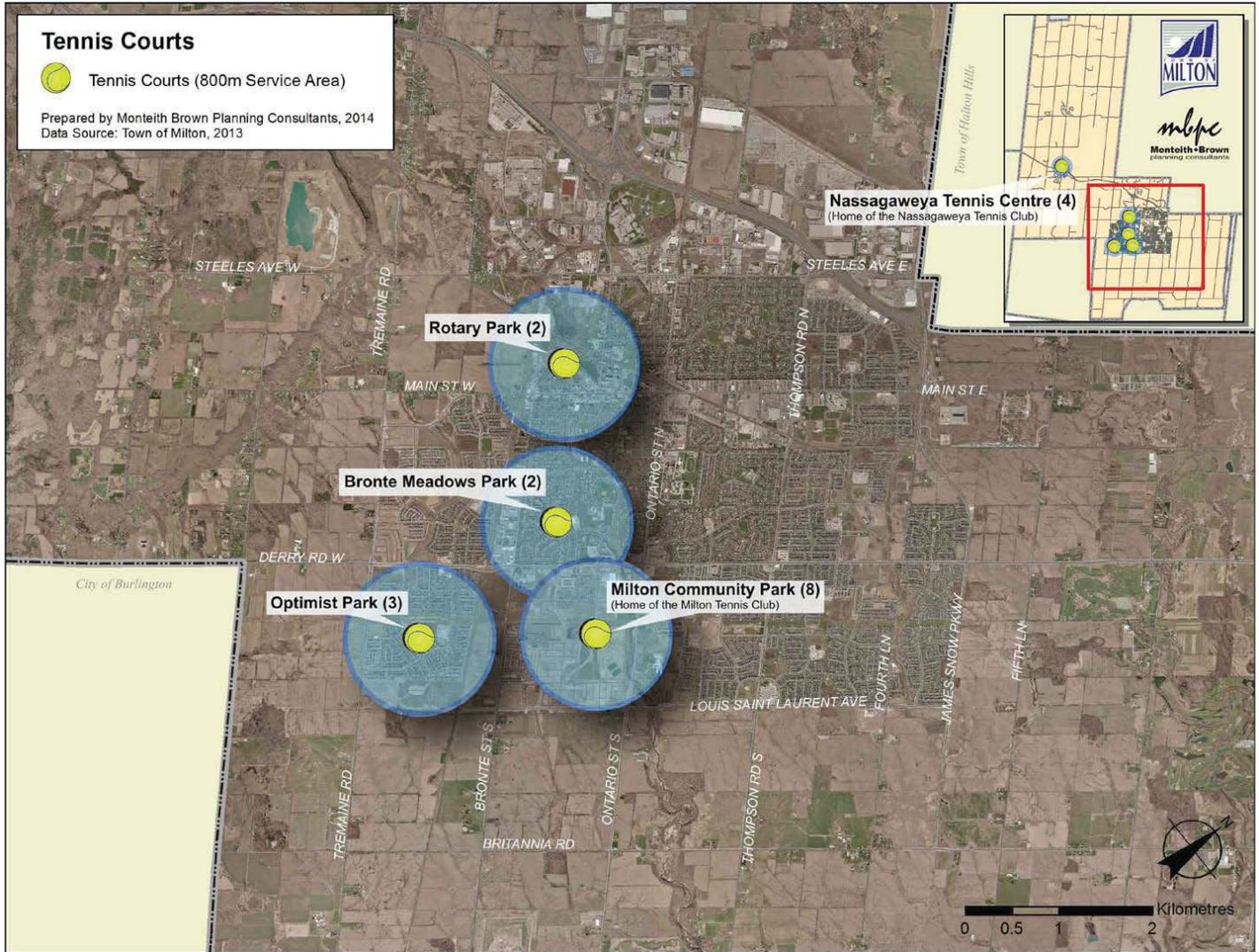
**Supply** A total of seven public tennis courts are located at Bronte Meadows Park (2), Optimist Park (3), and Rotary Park (2). In addition another twelve municipal courts, located at the Milton Community Park (8) and to the Nassagaweya Tennis Centre (4), are leased to the respective Tennis Clubs.

**Market Conditions** Participation in tennis varies greatly from community to community and province to province. By many accounts, tennis is not considered a growth sport though there is research that suggests club-based play is on the rise, a trend apparent locally with the Milton Tennis Club reporting 10% growth since 2008 (and membership now standing at about 750) and the Nassagaweya Tennis Club reporting 50% growth since that time (with a membership presently at about 290).

The 19 tennis courts owned by the Town results in a service level of one court per 5,330 residents.

Municipality	Service Level	Total Courts	Public Courts	Club Courts
1. Oakville	1 : 2,300	78	64	14
2. Vaughan	1 : 2,600	122	Data not available	
3. Halton Hills	1 : 4,300	14	8	6
4. Burlington	1 : 4,500	39	14	25
5. Milton	1 : 5,300	19	7	12
<b>Benchmark Average</b>	<b>1 : 3,800</b>	<b>54</b>		

*Note: Service level rounded to the nearest 100 residents*





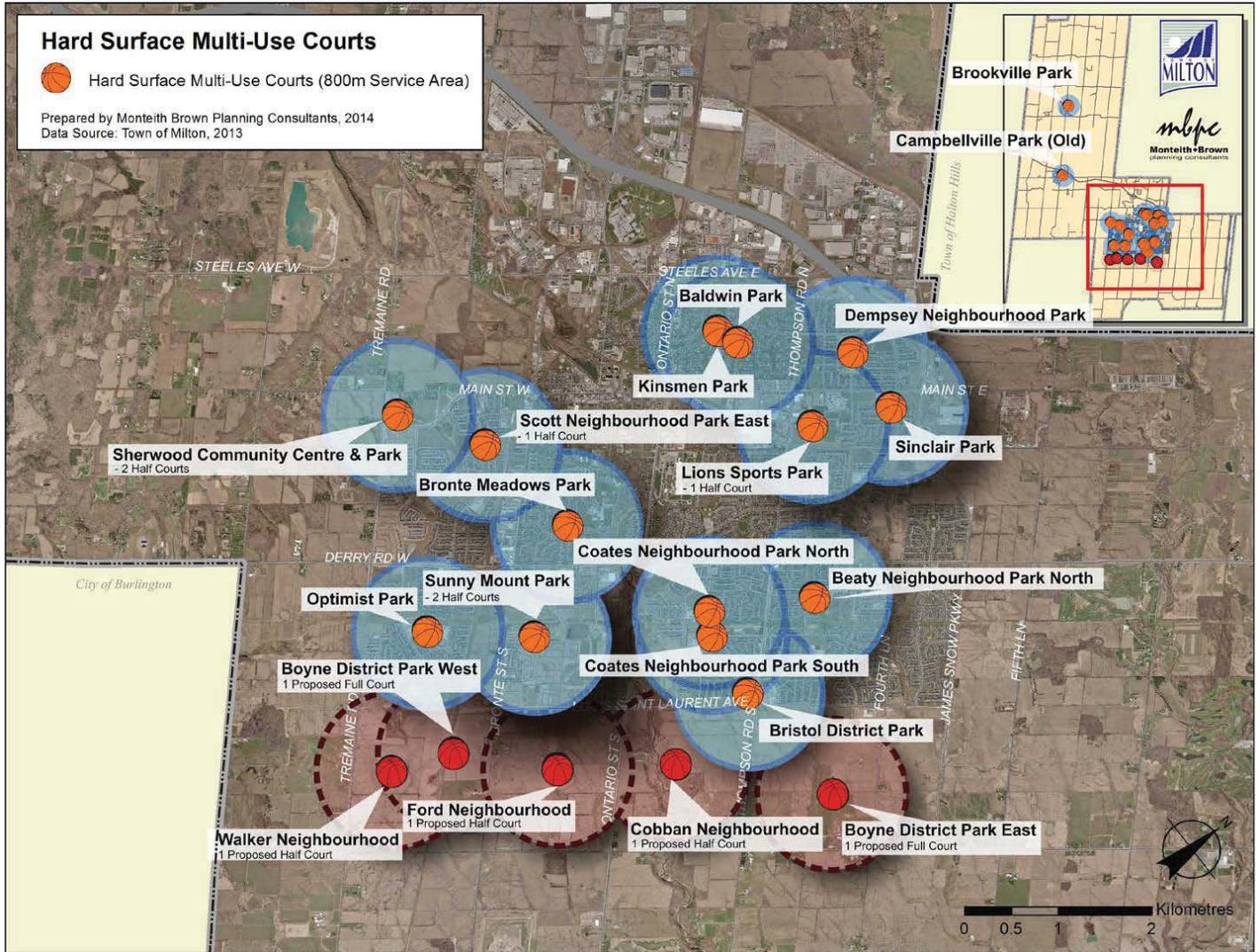
Community Feedback	Through the Sports & Recreation Roundtable, the Milton Tennis Club identified a greater desire to work with the Town in selecting contractors to undertake court and clubhouse maintenance activities (of note, staff confirmed that the Milton Tennis Club did work directly with the Town and selected the contractor that built the original tennis courts at the new location in the Community Park).
Needs Assessments	<p>Consistent with the Town of Milton’s 2008 C.S.M.P. and 2009 Tennis Strategy, a provision standard of one tennis court per 10,000 new residents is used to calculate needs. With 46,640 new residents expected between the years 2013 and 2018, a total of five new tennis courts is required, bringing the total supply to 26 courts. This is a level of service that is generally consistent with the previous assessments. With three high quality tennis courts having recently been constructed at Optimist Park in the Sherwood community (as recommended through the Tennis Strategy), the location of the five new courts should be located in the Boyne Secondary Plan area or an existing park(s) located east of Regional Road 25 given the spatial gap that presently exists there.</p> <p>With respect to the need for an indoor tennis facility, the recommendations from the 2009 Tennis Strategy remain relevant. The collective membership of the MTC and NTC has not yet reached the threshold determined to be sustainable by the Tennis Strategy, and there is no indication that it will within the C.S.M.P. Update period. Prior to considering provision of an indoor tennis facility, it is a recommendation of the Tennis Strategy <i>“That clubs provide the Town with agreeable assurances and guarantees regarding their ability to attract an adequate number of indoor players to a Milton tennis bubble. At a minimum the clubs should demonstrate that they are capable of reaching and maintaining adult membership rosters that are equal to the provincial tennis participation average.”</i></p>
Action Plans	F25. Construct 5 new tennis courts to be located in a manner that considers existing geographic distribution and areas of need, such as east of Regional Road 25 and the Boyne Secondary Plan area.





## b) Basketball & Multi-Use Courts

Supply	<p>A total of 18 basketball courts are located at 16 parks in Milton. Many of these courts can be considered to be ‘multi-purpose’ in nature due to their ability to be used for ball hockey or other general activities in addition to basketball.</p> <ul style="list-style-type: none"> <li>• <b>Full Courts (12):</b> Baldwin Park, Beaty Neighbourhood Park, Bronte Meadows Park, Bristol District Park, Brookville Park, Old Campbellville Park, Coates Neighbourhood Park North, Coates Neighbourhood Park South, Dempsey Park, Kinsmen Park, Optimist Park, Sinclair Park</li> <li>• <b>Half Courts (6):</b> Lions Park, Scott Neighbourhood Park East, Sherwood District Park (2), Sunny Mount Park (2)</li> </ul>																					
Market Conditions	<p>Basketball is generally considered to be a growth sport, especially among youth. Ball hockey has also been observed to be popular among children and youth, with hard surface courts providing an ideal venue due to their dimensions and safety relative to traditional road hockey. Demand for outdoor basketball and multi-use courts has been found to be high in many communities as the courts are easily incorporated into neighbourhood-level parks, thus allowing pedestrian or bicycle access (which are the primary modes of transportation among youth). These facilities also cater to the growing trend towards unscheduled, drop-in recreational activities.</p> <p>Milton’s 16 basketball/multi-use court sites result in a service level of one site per 6,330 residents. Benchmarking the number of sites, rather than the number of courts themselves, was conducted due to the different configurations of courts (e.g. full court, half court, tri-courts, etc.) between municipalities and the fact that asset accounting practices also differ between the municipalities.</p> <table border="1" data-bbox="337 1052 881 1220"> <thead> <tr> <th>Municipality</th> <th>Service Level</th> <th>Basketball Sites</th> </tr> </thead> <tbody> <tr> <td>1. Vaughan</td> <td>1 : 4,500</td> <td>69</td> </tr> <tr> <td>2. Milton</td> <td>1 : 6,300</td> <td>16</td> </tr> <tr> <td>3. Halton Hills</td> <td>1 : 15,100</td> <td>4</td> </tr> <tr> <td>4. Oakville</td> <td>1 : 20,300</td> <td>9</td> </tr> <tr> <td>5. Burlington</td> <td>unavailable</td> <td>unavailable</td> </tr> <tr> <td><b>Benchmark Average</b></td> <td><b>1 : 11,600</b></td> <td><b>25</b></td> </tr> </tbody> </table> <p><i>Note: Service level rounded to the nearest 100 residents</i></p>	Municipality	Service Level	Basketball Sites	1. Vaughan	1 : 4,500	69	2. Milton	1 : 6,300	16	3. Halton Hills	1 : 15,100	4	4. Oakville	1 : 20,300	9	5. Burlington	unavailable	unavailable	<b>Benchmark Average</b>	<b>1 : 11,600</b>	<b>25</b>
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4. Oakville	1 : 20,300	9																				
5. Burlington	unavailable	unavailable																				
<b>Benchmark Average</b>	<b>1 : 11,600</b>	<b>25</b>																				
Community Feedback	<p>Some participants in the Youth Summit identified that basketball courts are desirable components of the parks system, particularly if separated from children’s areas in a park (e.g. courts could form part of ‘youth zones’ in parks).</p>																					





Needs Assessments

The 2008 C.S.M.P. utilized a standard of 1 basketball/multi-use court per 900 youth to calculate needs (as those between the ages of 10 and 19 are the primary users of these courts). With a number of new courts having been constructed in Sherwood and Bristol communities over the past few years, there is merit in moving towards a geographic standard for providing future basketball courts particularly since the success of such facilities (as determined by utilization) are dependent upon their walkability to residential areas (as children and youth often use active transportation to reach their destinations). Furthermore, the preceding map illustrates fairly strong service coverage with most neighbourhood districts having at least one basketball court within them.

Accordingly, it is recommended that the Town’s service level standard should be to provide a minimum of one full basketball court within future District and Community Parks, and a minimum of one half basketball court in future Neighbourhood Parks. In addition, each residential neighbourhood district in the urban area should have access to a minimum of one full or half court. Application of this geographic service standard results in the need for two new full courts to be located within two Boyne District Parks (i.e. East and West) as well as considering a minimum of four half courts in Neighbourhood Parks in the Walker, Ford, Cobban and Bowes neighbourhoods as these areas develop their residential lands.

Action Plans

F26. Each major residential planning district (e.g. Old Milton, Bristol, Sherwood and Boyne) should have access to a minimum of one full basketball and/or multi-use court to be located within a District or Community Park. Furthermore, each residential neighbourhood should have access to a minimum of one half basketball and/or multi-use court to be located in Neighbourhood Parks. On this basis, provide full basketball/multi-use courts at the Boyne District Park West and Boyne District Park East along with a minimum of four new half courts within the Walker, Ford, Cobban and Bowes neighbourhoods. The actual number of full and half courts provided shall be determined through parks planning and design processes.





## Skateboard Parks

### Supply

Lions Sports Park contains a large concrete skateboard and BMX freestyle park, along with a separate pad containing modular elements that is oriented to beginners. The Town also has plans to construct a major skateboard park as part of the Milton Community Park’s final phase

### Market Conditions

Skateboard and bike parks are increasingly being viewed as venues that respond to the interests of skateboarders, BMX cyclists, and inline skaters. By providing an authorized venue for these activities, skateboard and bike parks can also help to reduce damage to municipal infrastructure as well as private property where skateboarders and BMX users may have previously frequented.

Municipality	Service Level	Skateboard Parks
1. Halton Hills	1 : 30,500	2
2. Oakville	1 : 61,000	3
3. Vaughan	1 : 62,500	5
4. Burlington	1 : 88,000	2
5. Milton	1 : 101,270	1
<b>Benchmark Average</b>	<b>1 : 68,500</b>	<b>3</b>

*Note: Service level rounded to the nearest 500 residents.*

### Community Feedback

Certain participants in the Youth Summit noted that skateboard parks formed part of their ‘ideal park.’ Apart from this, there was limited input provided with respect to skateboarding.





<p>Needs Assessments</p>	<p>The 2008 C.S.M.P. utilized a provision standard of 1 “minor” skateboard park per 5,000 youth between the ages 10 and 19 as this demographic constitute the primary users of such facilities. The 2008 C.S.M.P. also describes “major” skateboard parks, such as the one at Lions Sports Park, as being a specialized Town-wide facility where a per capita provision standard is not applicable. The difference between minor and major skateboard parks is primarily that the latter are of much greater size and availability of amenities, and accordingly their cost tends to be much higher.</p> <p>By the end of the C.S.M.P. Update period, it is estimated that there will be an estimated 14,400 youth residing in Milton which would amount to a need for three minor skateboard parks based on the provision standard. The preferred strategy is to develop three minor skateboard parks at Sherwood District Park, and both of the Boyne District Parks. These minor skateboarding facilities will supplement the major skateboard park at Lions Park as well as the facility that is envisioned to open by year 2016 at Milton Community Park.</p> <p>These facilities should be designed to address the needs of the skateboarding, BMX and inline skating community, thus consultation with representatives from these and other groups is recommended. By doing so, the provision of additional dedicated BMX or mountain biking courses is not required over the next five years.</p>
<p>Action Plans</p>	<p>F27. Proceed with the construction of a major skateboard park at Milton Community Park (possibly with lights), supplemented by an additional three minor skateboard parks at Sherwood District Park and the Boyne District Parks. All of these facilities should be designed in consultation with the local skateboarding, BMX and inline skating community.</p>



## Cycling Facilities

Supply	Milton is poised to build on cycling sports in the community with the opening of the Mattamy National Cycling Centre that provides a national calibre indoor cycling venue. At present, Milton has supported BMX facilities through its BMX freestyle park at Lion's Park (adjacent to the skateboard park) and the dedicated BMX track that exists at Drumquin Park (which is operated by Milton BMX). A mountain bike park, operated under the purview of Conservation Halton, is located within Kelso Conservation Area. The Town also maintains a comprehensive system of on and off-road trails that facilitate cyclists.
Market Conditions	<p>Mountain biking is surging in popularity as a recreational pursuit, providing the thrills and adventure of an extreme sport but is becoming popular enough to be classified as a mainstream activity. Mountain bikers seeking more specialized facilities have begun to create their own facilities throughout the urban area, such as in parks, on private land, the urban core and sometimes on environmentally sensitive land. While significant growth is occurring in large, tourist-oriented mountain bike parks such as Whistler B.C., there has also been an increase in smaller municipal parks, such as the ROC in Georgina and Anchor Park in the Town of East Gwillimbury. These mountain bike parks provide riders of different ages, genders, socio-demographic backgrounds, and capabilities with a convenient means to enjoy the sport and improve their skills. None of the benchmarked municipalities provide dedicated mountain biking parks.</p> <p>BMX (Bicycle Motocross) is another bike sport that has witnessed rapid growth since the 1980's. Drumquin Park is one of a few BMX tracks located in Ontario that are sanctioned by governing bodies. The municipal role in facilitating BMX opportunities has largely been through integration with skateboard park facilities or smaller scale 'challenge' elements integrated into neighbourhood or community-level park designs. Apart from Milton, none of the other benchmarked municipalities provide competition-level BMX tracks.</p>
Needs Assessments	With respect to indoor cycling, the Mattamy National Cycling Centre is expected to satisfy long-term demands for indoor cycling needs. Outdoor cycling needs will be met through the Town's continued efforts to expand its on and off-road trail network, and guided through the Town of Milton Trails & Cycling Master Plan. There are no set standards for dirt jumps or mountain bike parks given their specialized nature and the demand for these facilities remains generally untested. The preferred course of action to address these needs is to co-locate biking elements with skateboarding areas as has been the Town's historical practice to facilitate non-programmed, drop-in biking.
Action Plans	<i>The Mattamy National Cycling Centre is expected to satisfy long-term demands for indoor cycling needs. Outdoor cycling needs will be met through the Town's continued efforts to expand its on and off-road trail network. It is anticipated that dirt jumps or mountain biking elements will be rationalized through park design processes in consultation with local youth and extreme sport enthusiasts.</i>



## Playgrounds

### Supply

The Town provides playground equipment at 57 park locations, nearly all of which consist of relatively modern creative play structures. While there are no fully accessible playgrounds, a number of structures incorporate barrier-free components particularly those contained in District and Community level Parks.

### Market Conditions

Play structures typically serve as neighbourhood level amenities that provide opportunities for early childhood leisure and interaction. Playgrounds are often found in areas of residential concentrations and as a result, the provision of playgrounds varies between urban and rural communities. In urban communities, playgrounds are ideally available within walking distance of major residential areas. Conversely, low population densities and aging populations in rural communities results in an undefined service level for playgrounds, usually placing them on a case-by-case basis after considering the number of children and if there is an opportunity to integrate playgrounds into appropriate parks.

With 57 playground locations, Milton provides one playground opportunity per 1,682 residents. The actual number of structures within benchmarked locations varies by municipality (i.e. sometimes more than one playground apparatus is provided in a given park).

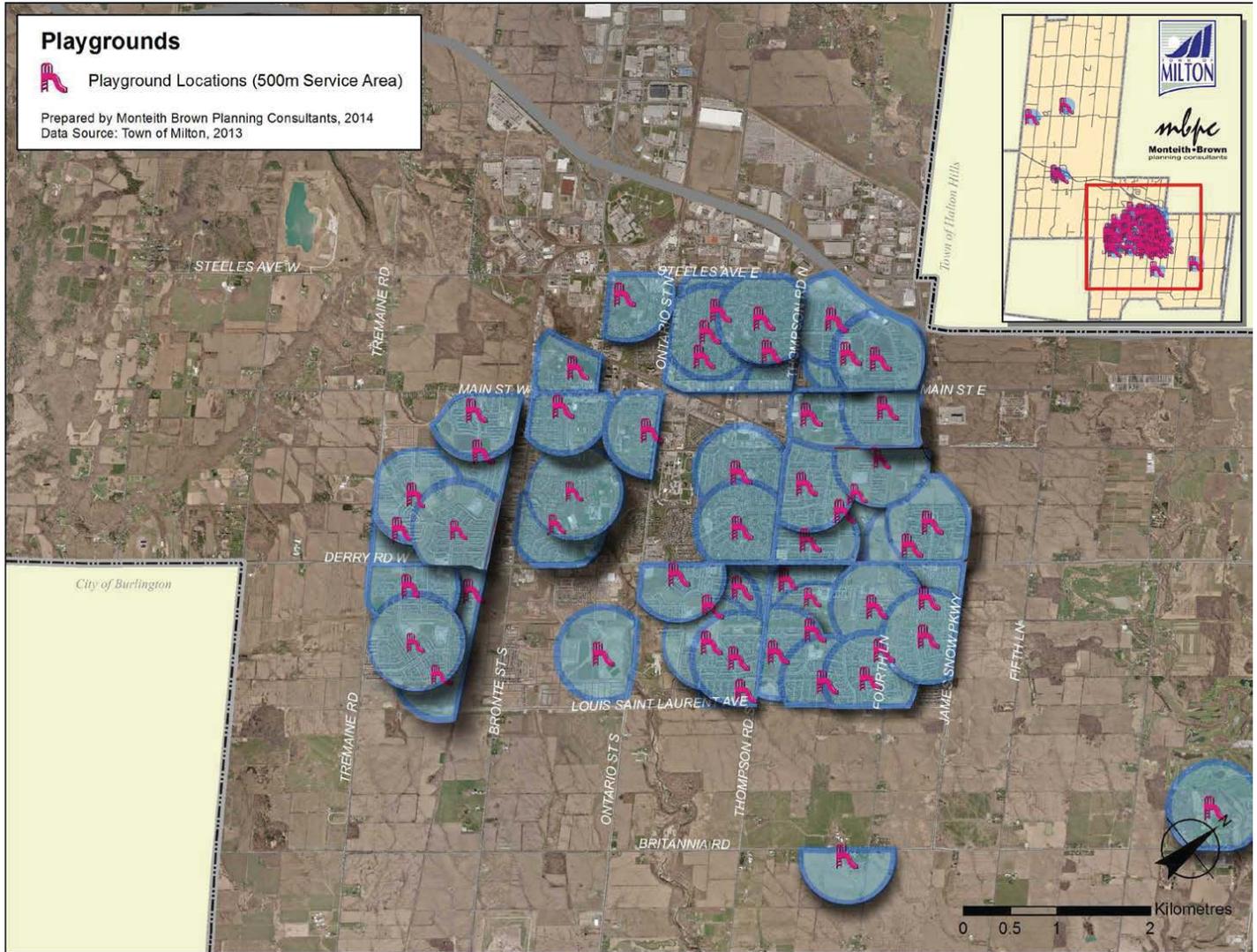
Municipality	Service Level	Playground Sites
1. Halton Hills	1 : 1,500	40
2. Oakville	1 : 1,600	115
3. Milton	1 : 1,800	57
4. Vaughan	1 : 2,100	150
5. Burlington	<i>not available</i>	<i>not available</i>
<b>Benchmark Average</b>	<b>1 : 1,800</b>	<b>91</b>

*Note: Service level rounded to the nearest 100 residents. Average excludes Burlington due to lack of available data.*



### Community Feedback

Some participants in the Community Input Event stated their satisfaction with the number and distribution of playgrounds in Milton, indicating that such facilities could be found in very close proximity to their homes. Some participants, however, questioned whether too many playgrounds are being provided, particularly once their children transition into their teenage years and look for other opportunities in the Town's Village Squares.





<p>Needs Assessments</p>	<p>The 2008 C.S.M.P. set a standard of providing each residential neighbourhood with access to a playground within 500 metres (about a 5-10 minute walk), unobstructed by major pedestrian barriers such as arterial roads, railway lines, and natural environment barriers where no adequate crossings are in place. This geographic standard remains appropriate for determining playground needs over the next five years as well.</p> <p>Based on the Playgrounds distribution map, Milton has excellent playground coverage with very few gaps in developed residential lands. Moving forward as the Sherwood District continues to develop, and as the Boyne community starts to develop, playgrounds should be constructed as required to maintain good distribution/walkability. Integration of barrier-free components within playground structures should be continued as per current practice. The Town should also provide a fully barrier-free playground at a future District Park(s) in Sherwood and/or Boyne.</p> <p>Consideration of available school playgrounds should also play a part in deciding where to locate playgrounds. Based on the Boyne Secondary Plan and historical planning practices, it is envisioned that co-location of schools and parks on abutting parcels will be pursued. In order to reduce service redundancies and minimize costs, the Town and school boards should investigate joint funding models in instances where schools and parks are located immediately beside each. In this way, provision of multiple playgrounds on the abutting school and park lands is not necessary in favour of providing one playground, possibly slightly larger than the traditional template, and maximizing the resources of the school and Town in construction and maintenance costs. Through park renewal processes, a joint funding model for play equipment should also be considered at existing park and school properties where appropriate. While there may be some logistical challenges (e.g. some schools do not allow their students to leave school property even if it is adjacent to parkland, use of playgrounds during school hours by families whose children are not yet in school, etc.), it is envisioned these would be considered during negotiations with the school boards.</p>
<p>Action Plans</p>	<p>F28. Attempt to provide residential neighbourhoods in developing areas of Sherwood and Boyne with playground access within 800 metres, unobstructed by major pedestrian barriers. At least one fully accessible (barrier-free) playground should be installed at a District Park within the Sherwood and/or Boyne community.</p> <p>F29. Continue to explore joint-funding models with the Halton District School Board and the Halton Catholic District School Board to collaboratively construct and maintain playground equipment where park and school properties abut each other.</p>

### Off-Leash Areas

<p>Supply</p>	<p>Off-leash dog parks are provided at Cedar Hedge Park and Sunny Mount Park.</p>
<p>Market Conditions</p>	<p>Many urban communities who provide off-leash areas have found that such parks are used extensively, sometimes more so than traditional parks, as people are relying on off-leash areas to exercise their dogs in the context of smaller or no backyards being provided in higher density developments. People also benefit greatly from off-leash areas as they are a place to gather with individuals sharing similar interests and are often a place where newcomers to a community can meet others, and where older adults and seniors can create or maintain social interaction.</p>



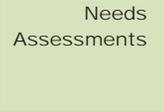
Municipality	Service Level	Off-Leash Sites
1. Halton Hills	1 : 30,000	2
2. Oakville	1 : 30,500	6
3. Milton	1 : 50,500	2
4. Burlington	1 : 176,000	1
5. Vaughan	1 : 313,500	1
<b>Benchmark Average</b>	<b>1 : 120,000</b>	<b>2</b>

*Note: Service level rounded to the nearest 500 residents*



**Community Feedback**

Town Staff have received strong interest from the community to establish an off-leash park on the west side of Milton, something that has likely since been tempered with the recent opening of Sunny Mount Park. While demands for off-leash areas were not often heard through the C.S.M.P. Update process, this is likely a result of the Town’s active efforts in exploring the need for an off-leash park through previous assessments.



**Needs Assessments**

In establishing Cedar Hedge Park, the Town of Milton conducted significant research and established a criteria based framework to select the preferred location. This criteria was again utilized to determine a second off-leash park, resulting in the selection of Willmott Neighbourhood Park as articulated in Staff Report No.COMS-021-12 (June 25, 2012). The availability of the two existing off-leash areas is anticipated to meet the needs of the Town over the C.S.M.P. Update period. Beyond this time frame, assessment of the possible need for a third off-leash dog park should be considered.



**Action Plans**

*No recommendations have been made with respect to providing additional off-leash areas within the C.S.M.P Update period.*





## Other Recreation Facilities

During the research and consultation conducted for the C.S.M.P. Update, requests were received for new or expanded recreation facilities to meet the needs of Milton residents. These facilities are discussed below.

### Squash Courts

During the needs assessment phase of this project, the consultants heard comments that Milton should consider the provision of squash courts as part of future fitness centre developments. This suggestion was based on the fact that currently there are no publicly available courts within the municipality. While the provision of indoor racquet facilities would represent a new level of service for Milton, the request would not seem unreasonable given that other neighbouring municipalities provide squash facilities as part of their fitness centre inventories.

Currently, there is a single North American sized squash court in Milton which is privately owned and used exclusively by friends and relatives of the owner. Therefore, the majority of Milton based squash enthusiasts must travel to other jurisdictions to access municipally or commercially available courts – Mississauga, Oakville and Brampton are the most likely locations of these facilities.

The sport of squash grew and flourished in the G.T.A. between 1970 and the mid 1990s when its growth stagnated. Sport officials report that the game remains popular in certain areas of the province but after an initial decline of players in the late nineties, the number of players has remained reasonably flat. There is some growth in the game of doubles squash; however this represents singles players converting to the doubles version of the sport rather than more people taking up the game. Ironically, the game is experiencing significant growth in the U.S. as a result of a robust University program as well as a well-established junior programs implemented in private and commercial clubs.

Squash players tend to be male between 20 and 55 years of age – it is estimated that about 27,500 Milton residents fit this demographic profile in 2014. Between 1% and 2% of the population play squash – the lower number is from the Canadian Sport for Life sport program information and the higher number from the 2006 Statistics Canada Sport Participation Study. For the purposes performing a basis local demand projection, we have used a penetration rate of 1.5%. Based on these assumptions, it is likely that there are slightly more than 400 potential male squash players residing in Milton.

Squash is played on an international size court that is 32 feet long and 21 feet wide. Industry standards suggest that a bank of at least 2 courts is necessary to organize a viable squash section. Furthermore, a squash facility should have a modest amount of spectator seating that is used during competitive events, exhibitions and as a gathering place for clinics and other group instruction purposes. Based on these assumptions and a gross up factor of 35% (for circulation, mechanical, electrical, exiting, etc.) it is assumed that an area of approximately 2,000 square feet would be required to accommodate a two-court squash section.

Most private fitness providers do not provide squash facilities. This decision is based primarily on the economics of space allocation. An industry standard is that a group exercise class participant requires 50 square feet of clear space to safely participate in a class. Based on this standard, the space required for the squash section could accommodate approximately 40 exercise class participants per hour. Two squash courts would accommodate six players over the same hour (a squash session is normally 40 minutes). Many private sector fitness operators understand this participant equation and generally opt for fitness space rather than squash courts. An additional consideration is the capital cost of the squash courts – approximately \$40,000 per court in addition to the capital cost to construct the building.



It is likely that if squash courts were to be added to a fitness facility, the introduction of this new sport opportunity would increase the potential of fitness pass sales. For example, if the Town was successful in attracting 30% of the estimated local male squash market, the squash section would boast a membership roster approximately 120 individuals. If these squash players paid the equivalent of the FIT Max rate, the squash section would generate approximately \$5,000 per month. Assuming that the Town would not require additional staff to operate the squash section, operating costs associated with offering squash would amount to approximately \$1,000 a month for utilities, cleaning, repairs and maintenance.

In view of the foregoing and assuming the Town can reconcile the municipal philosophy regarding the provision of new levels of service including squash, it is recommended that the Town undertake a comprehensive research, feasibility and business plan study to determine the precise local unmet demand for the sport as well as the capital and operating cost implications of a squash section as part of an existing or future fitness centre development. If the study supports municipal entry into the provision of squash courts as a validated level of service, the following table illustrates the potential ways to address provision of courts, along with the advantages and challenges of each option.

Option	Advantages	Disadvantages
Build a new squash court complex at the Sherwood Community Centre.	<ul style="list-style-type: none"> <li>Potentially accommodated as part of a fitness centre expansion as suggested in Appendix D.</li> </ul>	<ul style="list-style-type: none"> <li>Site constraints may result in squash coming at the expense of another needed component.</li> </ul>
Repurpose the M.L.C. gymnasium to accommodate a two court squash section.	<ul style="list-style-type: none"> <li>Makes use of existing infrastructure</li> <li>Possible complement to the existing fitness centre.</li> </ul>	<ul style="list-style-type: none"> <li>Ineligible for Development Charge funding.</li> <li>Reduces the amount of flexible programming space, particularly for gymnasium sports, a broad range of drop-in activities and youth-oriented programs in order to serve a niche.</li> <li>Results in no municipal gyms being located north of Derry Road, leaving a considerable service gap.</li> </ul>

<b>Action Plans</b>	F30. Undertake a comprehensive feasibility study and business plan prior to rationalizing municipal entry into squash courts and associated programming. Through this, the Town should determine capital and operating cost implications of a squash section forming part of an existing or future fitness centre.
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<b>Outdoor Fitness Equipment</b>	A growing trend in North American park designs pertains to outdoor fitness infrastructure. While “vita parcours” or outdoor fitness loops have existed for some time in Europe and some southern cities in the United States, more Canadian municipalities are integrating outdoor exercise equipment into their parks that are designed to withstand extreme temperature and inclement weather conditions. Research and site visits to parks across Ontario reveals that Toronto, Newmarket, Pettagawa, Middlesex Centre are examples of municipalities providing outdoor fitness equipment. By all indications, it appears that residents in those communities are making use of those facilities.
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The provision of outdoor fitness equipment is congruent with municipal philosophies centred upon physical activity. The Town’s 2013 Community Profile Survey recorded that 20% of its sample participated in Town-run fitness classes and another 14% used the M.L.C. weight room, providing a general indication of the demand for fitness opportunities as a whole.

Through parkland design processes and consultation with the community, the Town should explore the provision of outdoor fitness equipment in a selected park(s) on a trial basis and subsequently monitor successes and challenges prior to constructing additional ones. As a new level of service, the Town may consider installing outdoor fitness equipment at one park in each of the four planning districts (i.e. Bristol, Sherwood, Boyne and the existing urban area) if it deems the initial trial to be a success.

**Action Plans** F31. Continue to monitor the impact of outdoor fitness equipment in municipal parks (including risk management) and consider future opportunities.

**Sand Volleyball Courts** The Town of Milton provides six sand volleyball courts that are located within Brian Best Park (2) and Milton Community Park (4). A demand has been observed in certain municipalities, particular waterfront communities, for outdoor sand volleyball courts. Beach volleyball is a sport that is particularly popular among youth and younger adults, largely as the sport is played in a flexible, non-structured environment and is low cost, which further adds to its appeal.

Although little indication of demand was obtained through the consultation process, Town Staff state that the current courts are almost at capacity. On this basis that there are capacity constraints, the Town should consider a minimum of two new sand volleyball courts that are preferably located integrated with existing courts at Milton Community Park, or alternatively in a future District or Community Park (either in Sherwood and/or Boyne).

**Action Plans** F32. Construct a minimum of two sand volleyball courts, possibly with lights, at Milton Community Park or alternatively a future park in Sherwood and/or Boyne.

**Climbing Walls** Climbing is an emerging sport and climbing walls provide a controlled environment where novice through professional climbers can hone their skills. The sport is largely unstructured which has contributed to its popularity, though many indoor climbing operators offer supervised programs while climbing clubs also contribute to advancing skills. Climbing walls have been integrated in new community centre designs across the country including Vancouver, Fort McMurray (Alberta) and Truro (Nova Scotia). In the G.T.A., climbing walls within community centres can be found in Caledon, Markham, Oakville and Ajax. While the private sector still maintains a considerable presence in building and operating climbing facilities, municipalities have been able to integrate introductory climbing features into gymnasiums and some lobbies where ceiling height permit. The cost of constructing indoor climbing walls varies greatly depending upon the size, height and amenities associated with the wall.

The indoor climbing market generally caters to pay-as-you-go users as well as rentals centred upon birthday parties and corporate team building activities. In terms of operations, municipalities have adopted both direct programming and partnership models. In certain instances, a municipality



leases community centre space to a private operator that is responsible for booking rentals and/or delivering the climbing programs (e.g. Ajax) while other municipalities choose to undertake such functions in-house. As a new level of service, there is no generally accepted provision model as the decision is largely based on internal capabilities and the ability of a third party to cost-effectively deliver the service.

Little feedback was received through community engagement efforts of the C.S.M.P. Update for indoor climbing facilities. Combined with the fact that it is difficult to quantify the demand for climbing facilities and the absence of accepted provision standards, entry into this new level of service is something that the Town will have to rationalize through its internal service delivery and budgeting processes (possibly using a decision-making framework as articulated in subsequent paragraphs).

**Action Plans**

*Due to nominal public feedback received with respect to indoor climbing walls, a recommendation is not made in the C.S.M.P. Update.*

**Community Gardens**

Gardening is one of the most popular forms of leisure activity in Canada and visits to public gardens and historic sites is expected to increase as the population ages and demands more passive types of outdoor leisure activities. Both public gardens (e.g., floral displays, thematic displays, etc.) and allotment gardens (e.g., community garden plots, “Plant a Row – Grow a Row” programs, etc.) are being embraced by a number of municipalities seeking to beautify their communities.

Many principles related to the New Urbanism planning movement involve centering significant residential and commercial areas around key focal points, including public gardens and parks. It is envisioned that by creating such “destinations”, people will be drawn to utilize the public space and, thus, fosters vibrancy and economic prosperity through socialization and the creation of a positive ambiance in the community node. The Town has integrated a number of horticultural displays and gardens into its parkland designs using the expertise of its landscape architects and staff trained in horticultural practices.

Community allotment gardens involve community members directly maintaining their plots – more municipalities are allocating space in municipal parks for allotment gardens. These gardens encourage social interaction, horticultural education and awareness of the benefits of healthy diets, while they can also create enhanced safety due to the presence of gardeners during the early morning and evening hours. Community gardens fit well with the Town’s intensifying land development patterns where some residents (especially those in row home or apartment units) may not have a yard size sufficient to maintain a garden of their desired size. Allotment gardens also bring about a social benefit, as evidenced by Plant a Row / Grow a Row programs across the Province, some of which grow and harvest garden foods for local food banks and soup kitchens.

Milton is presently is involved with the site preparation and water provision for a community garden located on lands owned by the Region of Halton at the Allendale campus. The Town also provides land adjacent to Chris Hadfield Public School and Dempsey Neighbourhood Park for the use of the elementary school’s students and teachers, who use the garden for educational purposes relating to horticulture and healthy eating.

To address requests for community gardens in the future, the Town should facilitate discussions with groups which bring forth an interest in developing an allotment garden program. This approach is consistent with the spirit of partnership and community development that is applied in the existing



community gardens. Potential partners to leverage may include the Milton Horticultural Society and the Halton Food Council, the latter of whom developed an advocacy plan entitled the Community Garden Initiative.<sup>14</sup>

#### Action Plans

*Due to nominal public feedback received and the fact that pursuing additional community gardens is predicated on first securing an acceptable partnership agreement, a recommendation is not made in the C.S.M.P. Update.*

#### Other Recreation Facilities

The Town of Milton may be pressed for additional indoor and outdoor facilities that are not currently of sufficient demand to warrant a specific recommendation in the C.S.M.P. Update. These demands may arise for existing activities / facilities or for those that evolve according to future trends and preferences, or new trends in facility designs (e.g. indoor playgrounds, pickleball courts, social spaces, green walls, etc.). The Town, however, must be prepared to appropriately respond to future requests.

When requests are brought forward for investment in non-traditional, emerging and/or non-core municipal services, the Town should evaluate the need for these pursuits on a case-by-case basis. This should involve an examination into (but not be limited to):

- local/regional/provincial trends pertaining to usage and popularity of the activity/facility;
- examples of delivery models in other municipalities;
- local demand for the activity/facility;
- the ability of existing municipal facilities to accommodate the new service;
- the feasibility for the Town to reasonably provide the service / facility as a core service and in a cost-effective manner;
- the willingness and ability of the requesting organization to provide the service if provided with appropriate municipal supports.

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<sup>14</sup> Halton Food Council. 2013. *Community Garden Initiative – Advocacy Plan: A Living Document*.



## G: Parkland & Open Space Assessments

Parks planning is an important function of the Town’s Community Services Department, providing guiding efforts to ensure that Milton benefits from high quality and functional public open spaces that provide venues for community activity, sport and recreation, cultural events and general respite from the built environment. Parks planning also plays an integral role in sustaining ecosystem health through fulfilment of long-term conservation and preservation goals. This Appendix examines the policy framework guiding parks planning in Milton and determines the required supply of parkland to guide the Town’s parkland acquisition efforts over the next five years.

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## An Overview of Milton's Parks System

### The Importance of Parks

Parks are dynamic places. They are hubs of activity, creating focal points for the community that allow people to interact with each other and their environment, to access opportunities for physical activity, and to simply get fresh air. Parks create a sense of place, creating identifiable points of reference that are specific to a neighbourhood, community or the Town as a whole.

Research undertaken by Parks and Recreation Ontario shows that eight in ten households in Ontario use public parks while 97% of households realize some degree of benefit from local parks (including those who never use parks), demonstrating their importance in daily life.<sup>15</sup> Milton's 2013 Community Profile Survey also revealed that parks used for individual and/or family activities were the second most popular recreational service in Milton (only behind walking/cycling trails), with 59% of the sample reporting use in the past year and another 26% of the sample reported using parks for the purposes of sport, which was seventh highest. Satisfaction ratings were also high, ranking 90% and 89% for parks used for individual/family use and those used for sport, respectively.<sup>16</sup>

Providing opportunities for 'play' among residents of all ages is desirable. Parks contain playgrounds, hard surface courts, sports fields, cultural space, etc. that allow for a broad range of recreational, cultural and social pursuits. Physical activity is an important part of healthy lifestyles, reducing the propensity for obesity, diabetes, heart disease, etc. In addition to recreational opportunities, parks also offer arts and cultural pursuits and opportunities that can stimulate creativity and mental health. According to the NRPA, parks located close to home result in more physical activity and health for citizens,<sup>17</sup> something that bodes well for Milton given the excellent distribution of parkland that it has been able to achieve particularly through recent urban growth initiatives in the Bristol and Sherwood Surveys.

Parks also help time pressed commuters (56% of those with a usual place of work travel outside of the Town for their jobs<sup>18</sup>) and newcomers to meet established residents, preventing a sense of isolation. Well designed parks offer a range of social, environmental, health and economic benefits to municipalities; as such, residents, businesses and governments all benefit from the provision of high quality public parks. While the health benefits to



<sup>15</sup> Parks and Recreation Ontario. *Use and Benefits of Local Government Recreation and Parks Services: An Ontario Perspective – Research Summary*. 2009.

<sup>16</sup> Town of Milton. *Community Profile – Final Report*. p.48 and p.54. August 2, 2011.

<sup>17</sup> National Recreation and Park Association. *The Benefits of Physical Activity Provided by Park and Recreation Services: The Scientific Evidence*. 2010. This report cites a number of studies which show that the likelihood of participation in recreational activity is greater for persons living closest (generally within a mile) to parks and that higher numbers of parks in proximity to certain populations also results in greater physical activity compared to those without close or sufficient access to parks.

<sup>18</sup> Town of Milton. *Community Profile – Final Report*. p.24. August 2, 2011.



individuals are clearly defined, governments also have an interest in terms of reductions in healthcare spending. With many people leading busy lifestyles and having limited amounts of free time, parks respond to the need for spontaneous, drop-in forms of leisure.

The *environmental* aspect of parks greatly contributes to the ecological health of a community and region, through their role in the carbon cycle (by removing carbon dioxide and adding oxygen), offering habitat for urban wildlife, promoting indigenous plant species, contributing to biodiversity, etc. Creating a linked system of parks and open space has been recognized as being beneficial to certain animal species while also serving a dual role of creating 'active transportation' corridors connected by sidewalks and trails to serve residents using non-motorized forms of travel. Making appropriate use of Milton's woodlots and natural areas, in a manner that is not detrimental to their function, is a means to further the Town's efforts in improving neighbourhood and community-level connectivity. The *economic* impact of parks includes savings in healthcare, bolstering property values (many people prefer to live close to parks and trails), and drawing tourists into the Town. Sport and nature tourism are becoming viewed as excellent economic development tools, while hosting festivals and special events bolsters the cultural appeal of a municipality.

Social, health, environmental and economic factors play into one key aspect of the human experience – Quality of Life. Parks provide urban dwellers with natural settings, an instinctual appeal for most and providing respite from the built environment and the fast pace of urban life. As municipalities such as Milton plan higher density communities, personal 'backyard' space is shrinking with more people who live in condominiums, apartments, and town homes increasingly depending on public green spaces to fulfill their leisure needs. As the Town moves forward, greater emphasis will need to be placed on not only designing attractive new parks but also enhancing and rejuvenating older parks in established areas of Milton. Part of this process can involve moving away from "cookie-cutter" templates in favour of defining sense of place through parkland, repositioning parks to meet evolution in the demographic profile of the neighbourhoods that surround them, or re-adapting parks to respond to densification and intensification that is occurring in Milton. Neighbourhood and District Parks are ideal venues to create distinctive parks. The Town has already started to embrace this philosophy as evidenced with unique design elements. While moving away from standardized templates can represent a cost (in terms of sourcing and maintaining non-standard parts), sound business planning can garner efficiencies and generate intrinsic values such as community pride.

As such, the importance of the parks and open system as an asset cannot be understated. The Town of Milton provides a robust system of parks and open spaces offering over 625 hectares of active parkland and passive open space suitable for various forms of recreational use. These parklands encourage physical and social activity, wellness, and informal use opportunities, all of which are paramount considerations in the design of local parks in order to encourage use and facilitate activity levels.

The Town of Milton's Official Plan provides the overarching framework that guides park planning activities. The C.S.M.P. Update examines and builds upon this framework, along with other supporting documents such as the Engineering & Parks Standards Manual, to provide additional information to inform planning and implementation of park-related objectives in Milton.



## Parkland Classification System

### Existing Park Hierarchy

The parkland hierarchy is fundamental to adequately planning for parks in Milton. This system of classification distinguishes between the different forms and functions of parks, recognizing that some uses and intensities may be appropriate for certain parks but not others. Section 2.5.3.5 of the Town of Milton Official Plan specifies 'Parkland Standards' that consist of the parkland hierarchy and the general level of provision. Table 1 in the Milton Official Plan establishes a hierarchy consisting of the following five classifications.

**Table 3: Existing Town of Milton Official Plan Parkland Hierarchy**

Level	Description
1. Community Park	Community Parks serve residents of the Town. Community Parks may include, in addition to the full range of active and passive recreation uses, significant natural or physical features such as the Mill Pond, or unique attractions such as formal gardens, museums, display greenhouses, animal farms or other specialized public leisure functions. These areas will be between 20 and 50 hectares in size.
2. District Park	District Parks serve one or more Planning Districts and include the provision of major sports facilities such as athletic fields, outdoor rinks, outdoor pools, baseball diamonds, softball diamonds, tennis courts and limited spectator facilities. The minimum size of such parks will be 6.0 hectares.
3. Neighbourhood Park	Neighbourhood Parks serve neighbourhoods within a Planning District. They will contain Park facilities such as athletic fields, outdoor rinks, outdoor pools, screened baseball diamonds, softball diamonds, tennis courts and limited spectator facilities. The minimum size of such parks will be 3.0 hectares.
4. Urban Square	An Urban Square will be located as part of a focal point for a Planning District or a Neighbourhood. It will provide primarily a passive recreation area for aesthetics and rest areas. Urban Squares will typically be 0.5 to 1.0 hectares in size.
5. Village Square	A Village Square will be located as a focal point for a sub-neighbourhood. Such facilities provide primarily a passive recreation area for aesthetics and rest areas, but may also include children's play equipment, informal play areas, or public service facilities including mail kiosks, etc. Village Squares would typically be between 0.2 and 0.5 hectares in size.

Source: Town of Milton Official Plan, 2008 Consolidation - Table 1

The C.S.M.P. Update provides an opportunity to revisit the existing park classification in the context of recent parkland developments. Increasingly, park blocks being received through the development process do not always result in the size or ability to accommodate active recreational uses as set out in Table 1 of the Official Plan. Review of the existing parkland hierarchy defined in Table 1 of the Official Plan in conjunction with recent park development activities suggests the following:

- Parks such as the Escarpment View Lands are examples of a trend to negotiating parkland acquisition outside of the Secondary Plan Areas (S.P.A.) that they are intended to serve (Milton Community Park was the last park of this nature to be conveyed within a Secondary Plan boundary). Parks located external to their S.P.A.s are a positive contribution to the entire community largely due to their acreage. However, they face an added challenge of being outside of the Town's urban growth boundary which in turn presents constraints from a planning approval and servicing perspective, along with topographic constraints that impacts their development potential (i.e. they are not unencumbered tableland parcels that otherwise allow for cost effective development for active recreational use and may in fact have legislative constraints pertaining to natural heritage, Greenbelt/Niagara Escarpment Plan policies, etc.).



- District Parks continue to be provided, however, their land base is increasingly being consumed through the construction of community centres. While co-location of indoor and outdoor community facilities remains appropriate, it is unclear whether the quantum of land being consumed for indoor facilities and associated site works (e.g. parking, stormwater management) is impacting the service level of actual parkland.
- Neighbourhood Parks also continue to be provided, however, they tend to be smaller than the established 3.0 hectare minimum which is due in part to certain land use planning decisions (e.g. through the Ontario Municipal Board) that has fragmented planned larger parcels into smaller and more dispersed ones, as well as the Town's own onsite parking and stormwater management requirements. The result is that recreation facilities once envisioned for this park typology may no longer fit within the neighbourhood park setting. A review of the Town's park inventory reveals that a number of Neighbourhood Parks are as small as parkettes (in the 0.2 to 0.8 hectare range) and only a few exceed 4 hectares in size. Of note, the Town's Engineering and Parks Standards Manual identifies an optimum park size of approximately 3.0 to 4.0 ha, or as required based on a facility fit drawing of proposed recreational needs for the site.
- Urban Squares are blended under the Village Square category, as the majority of parkette developments are associated with the latter. The number of these small parkette developments has increased the distribution and access to certain neighbourhoods (particularly in the Bristol Survey), which in turn has largely benefitted the considerable population of young families looking for playgrounds. It carries a double-edged sword in that these highly manicured parks are challenging the operational resources of the Town by greatly decentralizing maintenance activities and their size limits both facility opportunities and the flexibility to adapt or transition to accommodate future facility needs as the area neighbourhood evolves.
- The Town has developed some Linear Parks, which do not have a formal definition within the Official Plan, to bolster off-road pedestrian and cycling connectivity and active transportation objectives. Typically, they consist of tableland located in relation to physical features such as watercourses, former rail lands or utility encumbrances. As tableland, development for multi-use trails is not as restricted as it is on passive open space lands.

The Official Plan's parkland hierarchy encompasses both tablelands and natural open spaces within each of the five classifications. Tableland is generally flat, unencumbered land suitable for the development of recreation and leisure facilities such as sports fields, gardens, hard surface courts, etc. Natural open space provides fewer opportunities for recreational activity due to its topography and terrain, and typically is intended to function as areas of conservation, buffer blocks, utility corridors and servicing easements. Due to the introduction of enhanced natural heritage system policies through Regional Official Plan Amendment 38, it is no longer necessary to include consideration of these lands as parkland in the Town's Official Plan policy. Rather, lands within the Natural Heritage System will be conveyed to the Town through the development process and will complement the Town's parkland.

Existing Park  
Level of

The Milton Official Plan states that "The standards for the provision of parkland in addition to the Open Space Linkages, shall be based on the general provision of 4 hectares (10 acres) of tableland per thousand population" and that the parkland provision standard "excludes lands in the Greenlands Area designations, school lands...private recreation facilities, walkways, storm drainage systems and buffer areas between conflicting land uses."<sup>19</sup>

<sup>19</sup>Town of Milton. December 1997. *Town of Milton Official Plan (Consolidated August, 2008)*. Section 2.5.3.5 "Parkland Standards". p.55.



**Service Standard**

The parkland level of service is consistent with planning practice across North America for the past three decades, based upon guidelines initially published by the United States National Recreation and Park Association (NRPA) that suggest “a park system, at minimum, be composed of a core system of parklands, with a total of 6.25 to 10.5 acres (equal to 2.5 to 4.2 hectares) of developed open space per 1,000 population” while the amount of ‘adjunct’ parkland will vary from community to community based upon the total amount needed to achieve a well-rounded parks system.<sup>20</sup>

Consistent with the NRPA guidelines, work conducted regionally and throughout the G.T.A. suggests that a Town-wide provision level of 2.2 to 2.5 hectares of active (or ‘developed’, as termed in the NRPA standard) parkland within developing residential areas is supported based on considering outdoor facility needs and their associated space requirements. Active parkland does not include school sites and excludes valleylands, woodlots, community linkages, natural heritage areas and land for community facilities (noting that Milton’s past practice has been to include indoor community facilities lands within negotiated parkland acquisitions and dedications).

The Milton Official Plan’s overall parkland provision standard is further subdivided to provide level of service direction specific to each classification contained in the park hierarchy. The following table illustrates the supply and service level of each type of park.

**Table 4: Supply and Service Level by Existing Park Classification, 2014**

Park Classification	Supply (hectares)	Official Plan Standard (hectares per 1,000)	Service Level Achieved (hectares per 1,000)
Community Park	43.9	1.0	0.4
<i>Community Park - Escarpment View Lands Portion*</i>	164.7		1.6
District Park	83.4	2.0	0.8
Neighbourhood Park	72.9	1.0	0.9
Village Square	18.8		0.9
Linear Park	17.4	undefined	0.2
Passive Open Space*	60.6		0.6
<b>Total</b>	<b>461.7</b>	<b>4.0</b>	<b>4.5</b>
<i>Total excluding Escarpment View Lands</i>	<i>297.1</i>	<i>4.0</i>	<i>2.9</i>

Note: Official Plan combines service level standards for Neighbourhood Park and Village Squares. Service Level total may not add up due to rounding.

\* Includes areas within parks that cannot be developed for active uses but excludes 36.2 hectares of woodlots which are not reflected in the supply

Through recent parkland negotiation and acquisition processes, the Town has successfully obtained a broad spectrum of parkland within the hierarchy and has adhered to its Official Plan’s provision target for the parks system as a whole. There has been a growing shift in recent years whereby natural open spaces constitute a greater portion of the targeted quantum as a means to balance the needs of all community stakeholders and to achieve Milton’s overall greening and conservation efforts; this is exemplified by acquisition of the Escarpment View Lands that are considered to be “Community Parks” but whose function is presently more aligned with passive natural open space (though future development of these parcels, if permitted and feasible, may allow a broader range of recreational activity to take place).

<sup>20</sup> Lancaster, Roger. May 1983. *Recreation, Park and Open Space Standards and Guidelines*. National Recreation and Parks Association. p.56-57.



The Town's success in bolstering its supply of natural open spaces has meant that less tableland has been obtained, the latter of which has been historically used to meet active recreational needs of Milton's young and growing population. In fact, many of the parks falling under the existing hierarchy have passive open spaces that are reflected in the overall quantum of parkland but are not necessarily suited for many passive recreational uses sought by residents (e.g. picnicking, leisurely walking, etc.). Such areas are more functionally aligned with the "Greenlands System" established in the Official Plan, a designation that reflects the natural heritage system that is oriented to conservation/preservation rather than recreation.

While the Official Plan's parkland hierarchy emphasizes active recreational usage to a greater degree than passive use, about 50% of the Town's parkland supply presently consists of passive open space or undeveloped areas.

Herein lies a fundamental challenge with the Official Plan's existing parkland hierarchy in that it does not offer clear guidance regarding the desired "mix" of tableland versus natural open space within the type of parklands falling under the hierarchy's 4.0 hectare per 1,000 service level. Despite the parkland hierarchy emphasizing active recreational usage to a greater degree than passive use, nearly 50% of the 461 hectares of parkland presently consists of passive open space or undeveloped areas. The parkland hierarchy largely focuses on recreational uses through the provision of structured and drop-in format facilities (ranging from sports fields to playgrounds to rest areas) in all park classifications, with an emphasis on "passive recreation uses, significant natural or physical features...or unique attractions" noted only in the Community Park category. To address challenges posed within the existing parkland hierarchy, adjustments are being proposed in the C.S.M.P. Update with respect to: a) differentiating between tableland parks and natural open spaces; b) the park classifications themselves; and c) the service level standards for each typology (these are discussed in subsequent pages).

Proposed Revisions to the Parkland Hierarchy & Service Level Standards

As will be discussed in the following paragraphs, four adjustments are proposed as part of revising the existing parkland hierarchy contained in the Town of Milton Official Plan:

**1. Emphasizing that tableland parcels will constitute the composition of parks identified in the parkland hierarchy, except for proposed new classification of Passive Open Spaces**

It is the intent of the parkland hierarchy to guide the Town of Milton in securing not only the amount of parkland required but also the type and quality of parkland that it provides. The hierarchy should reflect a clear distinction between unencumbered tableland and naturalized parks. With about 50% of the existing parkland supply consisting of developed/developable lands and the other 50% consisting of undeveloped (or encumbered) lands, the classifications within the parkland hierarchy should be explicitly clear about the quality of parkland that the Town wishes to assume for tableland park purposes. Accordingly, tableland parcels should represent the Community Park, District Park, Neighbourhood Park and Village Square typologies that focus on active recreational activities and manicured parkland, and thus should consist of unencumbered tableland (i.e. the majority of the park should be developable for the purposes of facilitating a broad range of recreational and/or cultural facilities and uses). Linear Park parcels may also be included in the tableland portion provided that they do not have any inherent encumbrance whether natural feature, utility or infrastructure or policy restriction.

The proposed revised hierarchy recognizes encumbered and non-tableland areas suitable for passive recreational use by proposing a new classification. The new classification should reflect the importance of non-manicured green space in Milton, providing structure within the park hierarchy to account



for non-developable open space in the community. Passive Open Spaces are still intended for limited recreational functions and thus should not be confused with the Natural Heritage System (i.e. designated Greenlands) whose primary function is to protect environmentally significant lands consisting of key factors, buffers and enhancement areas. As such, the Natural Heritage System is independent of any Passive Open space lands. As with current Official Plan policy, Greenlands, Passive Open Space and any encumbered Linear Park designations should be excluded from the calculation of the level of service standard as these parcels have a fairly narrow recreational focus but instead are intended more for the purposes of utility or servicing needs.

## **2. Revising the description of the Community Park classification**

Building upon the quality versus quantum of parkland discussion, Community Parks have evolved from the Town's historical parks in the established area (e.g. Rotary Park, Centennial Park) to the Bristol model (Milton Community Park) and most recently to primarily passive lands such as the Escarpment View Lands (recognizing the latter could possibly be developed for certain active recreational use pending approval from the Niagara Escarpment Commission). While the current Official Plan definition of Community Parks recognizes these as special purpose parks serving a broad range of Town-wide needs, in line with the previous paragraph the description of such parks should be revised to emphasize that the intent of Community Parks is to continue to serve recreational and cultural needs through provision of tableland areas that are capable of being programmed for a diverse range of organized and unstructured activities, as opposed to solely passive recreational or conservation-related uses (as is the case with the Escarpment View lands). This action will require reclassification of some existing Community Parks to Passive Open Spaces, such as the Escarpment View Lands until a time if/when they are redeveloped in a manner where active recreational or cultural uses become the predominant function (beyond conservation and limited passive uses such as hiking). It is noted that this would simply involve an internal reclassification of the park typology and not an Official Plan and/or Zoning By-law Amendment provided that the lands are designated to permit active recreational uses in the first place.

## **3. Combining the Urban Square and Village Square classifications**

The third adjustment proposed as part of a revised park hierarchy is consolidation of Urban Squares and Village Squares into a single classification. The rationale stems from a couple of main reasons, the first being the redundancy in their respective functions. The only difference in the Official Plan's current definition of Urban Squares and Village Squares is that the former is intended to be the focal point of a "Planning District or Neighbourhood" while the latter is a focal point for a "sub-neighbourhood"; furthermore, most of Milton's parkettes generally follow a similar design template rendering a fairly minimal distinction between the two classifications. Additionally, the Official Plan's service level standard consolidates provision of District Parks and Urban Squares (at 2 hectares per 1,000 residents, collectively) and Neighbourhood Parks and Village Squares (at 1 hectare per 1,000, collectively). While the consolidation of the latter has some merit due to the catchment areas they serve, District Parks and Urban Squares function very differently while their catchment areas are at a very different scale, thus grouping their collective service levels together is not appropriate. Accordingly, it is recommended that Urban Squares and Village Squares be consolidated into one classification known as Village Square.

## **4. Refocusing the parkland level of service standards**

The Town of Milton Official Plan emphasizes that the standards for the provision of parkland are to be applied over and above lands allocated to Open Space Linkages (proposed to be renamed Linear Parks), the Greenlands Area, schools, walkways, private recreation facilities, storm drainage areas and buffer areas between conflicting land uses. Consistent with this intent of the Official Plan, **it is recommended that the parkland service level standards**



**only be applied to 'core' park types** as previously identified through guidelines originally published by the NRPA,<sup>21</sup> which in the Milton context are the Community Park, District Park, Neighbourhood Park and Village Square typologies. Therefore, it is the intent of this refocused park hierarchy that **the service level standard be applied to 'core' park types** whose form is primarily shaped by unencumbered tablelands and whose focus promotes a diverse range of recreational and/or cultural activity. The **Linear Park and Passive Open Space typologies are considered to be the 'adjunct' parks** identified by the NRPA and should thus be provided where needed to round out the needs associated with achieving a healthy system of parkland and open space.

Recognizing that encumbered adjunct forms of parkland will be a lesser focus of acquisition to meet active recreational/cultural needs, **it is recommended that the Town pursue a provision standard of 2.5 hectares of 'core' parkland per 1,000 residents to reflect the recommendation to exclude passive/encumbered parklands. Note that 'core' parkland is to consist of active, unencumbered and developable tableland, and that it is to exclude valleylands, woodlots, natural heritage areas and other community linkages, school sites and land for indoor community facilities (including their parking/servicing areas).** This is a level of service deemed to be appropriate in planning future land development areas as defined through the Town's Official Plan, Secondary Plans and Tertiary Plans and will alleviate operational challenges of maintaining such a large and vastly distributed system of parks and passive open spaces.

'CORE' forms of parkland consist of active, unencumbered and developable tableland. They exclude valleylands, woodlots, community linkages, natural heritage areas, school sites and land for indoor community facilities.

After excluding Passive Open Spaces (consisting of the Escarpment View Lands and undevelopable park areas), what remains are the 'core' system of parkland comprising the active, tableland areas of Community, District, Neighbourhood/Village Square, and Linear Parks. The quantum of land attributable to the 'core' system is 236 hectares, yielding a service level of 2.3 hectares per 1,000 residents, which is fairly close to the recommended target of 2.5 hectares of core parkland per 1,000 residents. If the Escarpment View Lands Passive Open Spaces are developed to accommodate more than a basic level of passive recreational use, and become hubs of recreational and cultural activity through facilitating a number of opportunities, they may be reclassified in whole or in part back into the appropriate core parkland typology and result in an increase to the level of service. For example, developing the Escarpment View Lands (former Central Milton Holdings Land parcel only) as a sports field complex, thereby changing its function to a Community or District Park, increases the Town-wide service level by about 0.6 hectares per 1,000 based on the current population level, resulting in Milton achieving an overall 'core' service level of 2.9 hectares per 1,000.

By applying the active parkland provision standard, the Town will not necessarily have to reduce its focus on obtaining passive or naturalized green space. The shift is simply intended to **ensure that the Town receives high quality park parcels required to service recreation and cultural needs of the broad community while strategically pursuing passive areas on a case-by-case basis** where deemed to strengthen the parks system as a whole. It is also worth noting that regardless of how Escarpment View Lands are classified internally, the Town of Milton will still be achieving a total quantum (i.e. including active parks and passive open spaces) close its historical 4.0 hectares per 1,000 level of service.

<sup>21</sup> Lancaster, Roger. May 1983. *Recreation, Park and Open Space Standards and Guidelines*. National Recreation and Parks Association. p.56-57.



Proposed  
Parkland  
Hierarchy

Based on the preceding paragraphs, the following table summarizes the revised parkland hierarchy for the Town of Milton.

**Table 5: Proposed Official Plan Parkland Hierarchy**

CORE PARKLAND	Minimum Size*	Catchment	Description	Service Level (ha per 1,000)*
Community Park	20 hectares	Town-Wide	Parks consisting primarily of unencumbered tablelands that provide a full range of active and passive recreation uses, opportunities for special events and festivals. May be located adjacent to or in proximity to municipal facilities, schools, other institutional land uses, Passive Open Spaces or the Greenlands System.	0.4
District Park	6 hectares	One or more Planning Districts	Parks consisting primarily of unencumbered tablelands that include the provision of major sports facilities such as lit and unlit sports fields, hard surface courts, and outdoor aquatics facilities. Preferably located along arterial roads with parking provided onsite. May be located adjacent to or in proximity to schools, other institutional land uses, Passive Open Spaces or the Greenlands System.	1.0
Neighbourhood Park	3 to 4 hectares	Neighbourhoods within a Planning District	Parks consisting primarily of unencumbered tablelands that contain facilities such as sports fields, hard surface courts, outdoor aquatics facilities and play equipment. May be located adjacent to or in proximity to schools, other institutional land uses, Passive Open Spaces or the Greenlands System.	1.0
Village Square	0.5 hectares	Neighbourhoods within a Planning District	Unencumbered table land parks that provide passive recreation opportunities but may also contain play equipment, informal play areas, or public service facilities such as mail kiosks.	0.1
Linear Park (core)	Variable	Not Applicable	Accommodate linear forms of recreation within unencumbered lands. Linear Parks are preferably accepted under Section 51(25) of the <i>Planning Act</i> .	Not Applicable



PASSIVE OPEN SPACE	Minimum Size*	Catchment	Description	Service Level (ha per 1,000)*
Linear Park (open space)	Variable	Not Applicable	Accommodate linear forms of recreation and connect various components of the open space system. May also contribute to objectives pertaining to active transportation and/or municipal infrastructure needs such as easements and utility rights-of-way. Linear Parks characterized by encumbered open space are preferably not accepted through parkland dedications permitted under Sections 42 and 51.1 of the <i>Planning Act</i> , but may be accepted under Section 51(25).	Not Applicable
Passive Open Space	Variable	Not Applicable	Lands that may be able to promote limited, linear forms of recreation connecting various components of the Natural Heritage System or provide a community use for lands subject to municipal infrastructure such as easements or utility rights-of-way.	Not Applicable
Natural Heritage System	Variable	Not Applicable	Open Space consisting primarily of naturalized and/or hazard lands, woodlots and buffers between areas of environmental importance. Passive Open Spaces should not be accepted through parkland dedications permitted under the <i>Planning Act</i> . Note that it is not the intent of Passive Open Spaces to form part of the designated Greenlands (or natural heritage) system.	Not Applicable

\* Applies only to tableland portions contained within each park typology and excludes encumbered, naturalized or hazard areas

Action Plans	<p>G1. Through the review and approval of development applications, it is recommended that greater emphasis be placed on acquisition of ‘active’ or ‘core’ parkland consisting of unencumbered tablelands that are able to accommodate a more diverse range of outdoor recreational and/or cultural activities.</p> <p>G2. It is recommended that the next Official Plan review program include an examination of the continued relevance of the Town’s established parkland policy framework, particularly in light of the anticipated legislative changes arising from Bill 73. Consideration should be given to the incorporation of a broader and more flexible policy framework, and allowing implementation details with respect to typologies, facilities and programming to be addressed through the Community Services Master Plan.</p> <p>G3. Through future Secondary Planning exercises, it is recommended that consideration be given to maximizing opportunities for co-location and partnerships with respect to the provision of parks and recreational facilities through the arrangement of land uses.</p>
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## Parkland Requirements

### Existing Parks

As of June 2015, the Town of Milton maintained a supply of 626.5 hectares of parkland and passive open space (excluding woodlots). Under the proposed revised parkland hierarchy and service level standard, the additional 184.6 hectares in passive/adjunct open space associated with the Escarpment View Lands is recognized over and above the core supply of parkland but is not counted as part of the level of service calculation until a time if/when these lands are redeveloped to accommodate a broad range of active recreational use (potentially adding 1.9 hectares per 1,000 if redeveloped and subsequently reclassified in their entirety).

Core Typologies	236.4 hectares	2.3 hectares per 1,000 population
Adjunct – Passive Open Space (undevelopable areas)	60.6 hectares	0.6 hectares per 1,000 population
<u>Adjunct – Escarpment View Lands</u>	<u>164.7 hectares</u>	<u>1.6 hectares per 1,000 population</u>
<b>TOTAL</b>	<b>461.7 hectares</b>	<b>4.5 hectares per 1,000 population</b>

### Future Park Needs

Based on an estimated 2015 population of 101,270 residents, the current level of service for core park typologies is slightly below the 2.5 hectare per 1,000 population standard targeted through the C.S.M.P. Update amounting to 14 hectares over and above the existing supply.

**Table 6: Parkland Needs by Classification**

Park Classification	Supply (hectares)	Proposed Official Plan Standard	Service Level Achieved	Difference from Proposed Standard	
				Current (hectares)	2018 * (hectares)
Community Park	43.9	0.4 ha per 1,000	0.4 ha per 1,000	+ 3.4	- 1.2
District Park	83.4	1.0 ha per 1,000	0.8 ha per 1,000	- 17.9	- 29.5
Neighbourhood Park	72.9	1.0 ha per 1,000	0.7 ha per 1,000	- 28.4	- 40.0
Village Square	18.8	0.1 ha per 1,000	0.2 ha per 1,000	+ 8.7	+ 7.5
Linear Park	17.4	n/a	0.2 ha per 1,000	<i>n/a (acquisition by opportunity)</i>	
<b>Sub-Total: Core Parkland</b>	<b>236.4</b>	<b>2.5 ha per 1,000</b>	<b>2.3 ha per 1,000</b>	<b>- 34.2</b>	<b>- 63.2</b>
<b>Sub-Total: Adjunct Parkland</b>	<b>225.3</b>	<b>undefined</b>	<b>2.1 ha per 1,000</b>	<i>n/a (acquisition by opportunity)</i>	
<b>TOTAL CORE AND ADJUNCT TYPOLOGIES</b>	<b>461.7</b>	<b>2.5 to 4.0 ha per 1,000</b>	<b>4.5 ha per 1,000</b>		

\* Population estimated using a straight-line assumption based on Draft D.C. Background Study current population estimate of 101,270 and projected 2025 population of 159,240.

\*\* Consists of Escarpment View Lands (they are naturalized areas at present) along with undevelopable parklands lands including those contained exclusively in buffers, open space blocks and easements.

Note: Totals may not add up due to rounding.

To achieve the aforementioned service level to the year 2018, the Town needs to provide 282 hectares of core parkland typologies (i.e. unencumbered, developable table land), thereby requiring an additional 45.75 hectares of core parkland to meet the needs of over 11,600 new residents expected over that timeframe.

Any short-term shortfall (i.e. the difference between existing and planned) is not deemed to be of great concern unless the former Central Milton Holdings Land portion of the Escarpment View Lands are determined, through its external planning process, to be unsuitable for active recreational



usage. If the Escarpment View Lands cannot be developed as a sports field complex, alternative arrangements must be made as the Town’s ability to meeting sports field needs currently hinges upon Escarpment View Lands being available. As will be discussed in subsequent paragraphs, there are a number of alternative parkland strategies including municipal purchase of land for a sports field complex.

Additionally, the Town should continue its practice of enhancing its overall supply of parkland with naturalized parks and open spaces (i.e. adjunct parkland) to ensure that its greening objectives are realized. **This practice will continue to align municipal parkland objectives closer to the previous standard of 4.0 hectares per 1,000 in tandem with the required focus on active parkland.**

Action Plans	<p>G4. Annually monitor the development of the future parks and the outdoor facilities contained within them over the master planning period. A contingency plan should be formulated during the C.S.M.P. Update period in case higher order parks, such as the Escarpment View Lands, are deemed to be undevelopable for intended uses either in their entirety or a portion thereof.</p> <p>G5. Ensure that sufficient lands (i.e. a minimum of 8 hectares) are acquired for the Derry Green Community Park.</p> <p>G6. Future park developments should consider the growing demands for unstructured recreation and cultural spaces to provide flexible opportunities for picnicking, relaxation and nature appreciation, social gatherings, family activities, etc. and be supported by the appropriate park servicing infrastructure (e.g. electrical outlets, shelters, washrooms, etc.) required to facilitate such activities.</p>
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### Parkland Acquisition Strategies

Parkland Dedication	<p>The <i>Planning Act</i> establishes a framework for parkland dedication in Sections 42 and 51.1 which provides approval authorities with powers to impose parkland dedication requirements as a condition of development approval through site plan or a plan of subdivision. These Sections require that as a condition of development, redevelopment or subdivision of land, 2% for commercial and industrial land and 5% of residential lands are to be conveyed to the municipality for parkland or other public recreational purposes. In certain cases, where the approval authority has established specific policies regarding parkland dedication, the <i>Planning Act</i> allows the approval authority to require parkland at a rate of one hectare for each 300 dwelling units proposed. Alternatively, the <i>Planning Act</i> gives the approval authority to accept payment in lieu of parkland equal to the value of land required. The <i>Planning Act</i> establishes that the value of this land is determined the day or the day before the draft plan of subdivision is approved, or the issuance of a building permit.</p> <p>Section 5.9.3.7 of the Town of Milton Official Plan pertains to the dedication and conveyance of parkland, and contains provisions for the dedication of 5% or 1 hectare per 300 dwelling units. The Official Plan explicitly states that the standard yielding the greater dedication amount is to be required, or cash-in-lieu thereof. The Town of Milton Parkland Dedication By-law (By-law 128-2001) also provides guidance with respect to conveyances permitted under the <i>Planning Act</i>.</p> <p>Through Section 5.9.3.10, the Town’s Official Plan states lands that are not deemed to be acceptable through dedications generally include those susceptible to flooding, those intended to be used for stormwater management functions, hazard lands, and lands in setbacks from top-of-bank. The</p>
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Official Plan, through various sections, states that where new development is proposed on a site, part of which is designated Environmental Linkage Area, Greenlands Area (A or B), Environmentally Sensitive Area, such lands may not be acceptable as part of the dedication of park purposes as required by the *Planning Act*.

Alternative Means to Obtain Parkland

The Town should consider employing a number of alternative acquisition initiatives to maintain an acceptable supply of parkland, supplemental to parkland supplies received through dedications. Alternative acquisition measures to consider, among others, may include:

- municipal purchase or lease of land;
- negotiating financial agreements with landowners, as is presently done by the Town;
- land exchanges or swaps, particularly if development is to occur in highly valued natural areas;
- off-site conveyance of parkland (as the Town has recently pursued with lands negotiated outside of Secondary Plan areas);
- negotiating right of first refusal;
- establishment of a Parks Foundation (i.e., community, corporate and/or municipal donations to be put toward parkland acquisition);
- reallocating surplus municipal lands to parks use;
- negotiating access to non-municipal parks and facilities (e.g. through reciprocal agreements) and/or encouraging user groups to access these spaces on their own behalf;
- seek to purchase 'over-dedication' of parkland associated with new development and/or infill areas; and
- partnership / joint provision of lands with community partners.

With a considerable supply of naturalized open space, as well as the demands that a growing population will require for recreational and cultural facilities and services, it is worth re-emphasizing that the Town should focus upon obtaining parkland for active recreational uses and social gatherings. Opportunities to obtain lands in the existing areas may arise if commercial, industrial or institutional lands become available for sale.

In terms of where parkland should be located, the Town should continue to seek parcels that have appropriate frontages along collector roads (for Neighbourhood Parks) and arterial roads (for District and Community Parks). Village Squares should be located to provide a focal point and informal gathering place within neighbourhoods. Where possible and appropriate, the Town should continue its recent practice of locating parks along on-street and off-street trail networks, and transit routes. In anticipation of intensification and build-out of the urban boundary, the Town should monitor opportunities to purchase or acquire parkland within established and developing areas, particularly along or near major road and transit corridors, in proximity to designated "Gateways" and "Nodes", and possibly co-located with schools and other institutional or mixed uses to share common infrastructure such as parking.

In addition, the Town should review its Zoning By-law regulations that requires the provision of off-street parking (i.e. internal parking lots) within parks greater than two hectares in size. At present, the Zoning By-law requires fifteen parking spots for general park users and twenty parking spots per sports field. Given the increasing challenge of obtaining large, contiguous tableland parcels, the parking requirement erodes a considerable amount of valuable active parkland while adding considerable operational expense (relative to an open space) due to asphaltting, snow clearing, etc. This cost (both in tableland parkland acreage consumed and financial expense) is particularly notable in the context of: the limited sports field season that generally runs from June to August; limited playing hours during weekday evenings (which can sometimes only be a couple hours, especially in



Neighbourhood Parks that often have unlit fields) and some weekend use; and the fact that Neighbourhood Parks tend to be walkable and accessible by transit.

The importance of parking lots is recognized, particularly for higher order District and Community Parks, and thus the Zoning By-law requirements should be strategically considered as to what types of parks and park uses require such heavy parking loads to be met onsite. For example, the Zoning By-law requirement could be adjusted by:

- increasing the park size criteria in which the parking requirement is applied (e.g. applying it only to parks over 4 hectares, which is well above the minimum size targeted for Neighbourhood Parks in the Official Plan);
- exempting parking criteria for parks only containing only one major sports field (or none at all);
- eliminating or reducing parking requirements in high density areas where securing large and high quality parkland parcels tends to be expensive and difficult;
- opportunities to utilize on-street parking areas or factoring proximity to other municipal off-street parking areas; and/or
- revising requirements for parks having strong access to active transportation and transit networks, which supports Milton’s healthy and walkable community objectives by encouraging park users to make a choice apart from driving.

Action Plans

- G7. Investigate park and recreation needs with future intensification projects focusing provision of active recreation needs on Town property, and passive spaces for public enjoyment available within private lands, such as entrance plazas and rest nodes. Opportunities to address these needs should also consider any tools available.
- G8. Proactively monitor opportunities to purchase or acquire parkland within established and developing areas of intensification, particularly along or near major road and transit corridors, within designated “Gateways” and “Nodes”, and possibly co-located with schools and other institutional or mixed uses to share common infrastructure such as parking.
- G9. Maximize the amount of useable parkland available for recreational and cultural use, particularly within higher density and intensifying areas, by reviewing requirements for accessory facilities. At a minimum, this should involve a review of the Town of Milton Zoning By-law parking requirement for parks greater than two hectares in size.
- G10. Continue to pursue partnerships and work collaboratively with school boards and other institutions during parks planning and development processes through coordinated site plan layouts, joint funding reviews, co-build possibilities, and other appropriate opportunities.
- G11. Investigate opportunities to facilitate active and passive parks and recreation use upon non-municipal lands such as institutional lands, including the eligibility to finance facilities oriented to such uses through Development Charges or other appropriate funding mechanisms.



## Natural Heritage System

<p>Natural Heritage</p>	<p>With an ever-increasing amount of public attention being cast on environmental issues, Canadians are becoming more informed as to how their daily decisions impact the natural environment. Opinion polls and other forms of research suggest that greenspaces play an important role in community development, where people choose to live, public safety, tourism and overall quality of life.</p> <p>Conservation Halton is a major provider of natural environment lands in Milton. Conservation areas which are located in Milton include Kelso / Glen Eden, Crawford Lake, Mountsberg, Hilton Falls, and Rattlesnake Point. The conservation authority also owns smaller parcels known as Conservation Lands, which include Burns, Campbellville, Sixteen Valley, Esquesing, and the Kelso Quarry Park. Promoting the benefits of parks and educating residents on how to properly care for their open spaces is a positive step on the way to a sustainable parks system that is enhanced through community stewardship practices. For example, Conservation Halton operates a number of outdoor learning centres (e.g., the Cameron House at Mountsberg and the Gathering Place at Crawford Lake), some of which contain meeting rooms, workshop spaces, and camping sites. They also offer a number of guided tours, activities, and events designed to increase knowledge of the local environment.</p> <p>The importance of the natural environment is articulated through a number of municipal documents. Section 2.2 of the Town of Milton’s Official Plan, which pertains to the environment, has a goal to:</p> <p style="text-align: center;"><i>“establish and promote an environmental management system which will conserve and protect life, property, natural features, and ecological systems while encouraging the enhancement of the environment and liveable space through the creation of an environmental/open space system, including integrated secondary use nodes.”</i></p> <p>Furthermore, the Official Plan, through Section 2.2.3.5, provides opportunities to enhance public involvement on environmental issues by providing “means for the public to advise Council and staff on environmental priorities” and “encouragement of the continuation of an Ecological and Environmental Advisory Committee (EEAC) to advise and assist the Region of Halton in the management and conservation of the natural environment in Halton.” A significant focus of the Town’s Official Plan Review will be to implement new and merging policy directions arising from the Provincial Plan Review and the Regional Plan Review.</p>
<p>Action Plans</p>	<p>G12. Continue to investigate ways in which to improve marketing and input opportunities specific to Milton’s parks and natural heritage areas through awareness initiatives, program and event delivery, and inter-departmental/inter-agency coordination.</p>

## **COMS-018-15 Schedule B – Report from Milton Public Library Board Chair Re: Library Services Master Plan**

**Report to:** Mayor Krantz, Members of Milton Town Council

**From:** Brad Boehmer, Chair, Milton Public Library Board

**Date:** 24 August 2015

**Subject:** Milton Public Library Master Plan

### **Recommendation:**

**THAT the Milton Public Library Master Plan 2015, attached as Attachment “A” be received;**

**AND**

**THAT the recommendations contained in the Library Master Plan be considered during ongoing annual objective setting and Capital and Operating budget planning processes.**

### **Executive Summary**

Milton Town Council approved the selection of *Monteith Brown Planning Consultants* to work with the Community Services Department and Milton Public Library in the development of their separate Master Plans at the June 24<sup>th</sup> Council Meeting in 2013. Regular updates have been provided to the Board over the past two years, outlining the achievements to date in the development of the Library Master Plan with feedback being solicited from the community and stakeholders, the Library Board and senior library staff via a range of formal and informal engagement processes, including the *Community Profile* exercise conducted in 2013.

A draft document was made available online over the summer of 2014 for comment from the general public and was followed up with two joint public input sessions in September 2014 in order to solicit feedback regarding both the Community Services Draft Master Plan and the Draft Library Master Plan.

The Milton Public Library Board received, reviewed, amended and approved the Library Master Plan at the Special Meeting of the Library Board held on July 29, 2015. Steve Langlois, Principal Planner, *Monteith Brown Planning Consultants*, is coming before Council this evening to present the Library Master Plan (Attachment “A”), and to respond to any questions that Council may have.

### **REPORT**

#### **Background**

The last Library Master Plan was approved by the Board in 2008 and has been used to assist in setting priorities for the provision of programs and services as budgets have permitted, over the past number of years. The principle recommendations of this plan were achieved, hence the initiation of the current process.

The purpose of developing an updated Library Master Plan is to ensure that key directions are identified that reflect the roles and value of today's users, while planning for the anticipated demands and requirements of the residents to come.

It was specified that the outcome of the Master Plan must respond to:

- Significant and ongoing community growth
- Changing local demographics and diversity
- Service developments that respond to 21<sup>st</sup> century literacies
- Management of service expectations in a rapidly digital world
- Partnership development
- Capital expansion

### **Discussion**

The purpose of the Library Service Master Plan is to develop a practical strategy that is based on a clear understanding of the Town's growth and resource limitations. The Library Master Plan will ensure that the Town continues to provide the right services in the right way and right time, at the right cost. The general objectives of the Library Master Plan include documenting the anticipated future directions and operations of the Milton Public Library System, providing guidance and suggested priorities for future multi-branch library operations including:

1. Explore the relevance of the current mission statement and identification of library roles given growth and service projections;
2. Define key areas of focus for the next 5 years;
3. Forecast possible future community demographics, including consideration of the upcoming >teen wave= and issues related to the Milton Education Village and its transitory >student wave= as they pertain to MPL service directions;
4. Identify service areas on the horizon that will necessitate the prioritization of expanded/enhanced collections;
5. Provide recommendations in the use of technology to make MPL more accessible to patrons;
6. Identify service gaps and how to respond to them;
7. Review and refine performance metrics;
8. Discuss challenges and opportunities suggested by branch specific roles, collections, and programming.

The Master Plan work that has been completed responds to the objectives noted above.

Furthermore, the Library Master Plan and the Community Services Master Plan continue several areas of alignment and reflect opportunities to work collectively in a number of areas going forward. The most immediate opportunity is with the planning for the Sherwood Community Centre & Library.

In addition, there is an opportunity for MPL to work with Community Services in making application to the Ontario Libraries Capacity Fund, which has identified potential funding directions to a maximum of \$200,000 over two years. Two relevant areas of the program's priorities are:

- Strengthen and enhance the role of public libraries as community hubs that are focused on creating cultural, educational, social and economic opportunities
- Encourage the development of new ways to engage with and meet the changing needs of all Ontarians

These directions align with an interest to explore service directions at the Sherwood Community Centre & Library, which is a focus in the two Master Plans. Milton Public Library staff will be working with Community Services staff in making an application for this funding.

The Library Master Plan 2015 is attached to this report ("A").

#### **Relationship to the Strategic Plan**

#### **A Safe, Livable and Healthy Community**

#### **Financial Impact**

There is no financial impact on the recommendation contained in this report as department priorities and Library Master Plan implementation will be addressed and considered by Milton Council through the annual budget process.

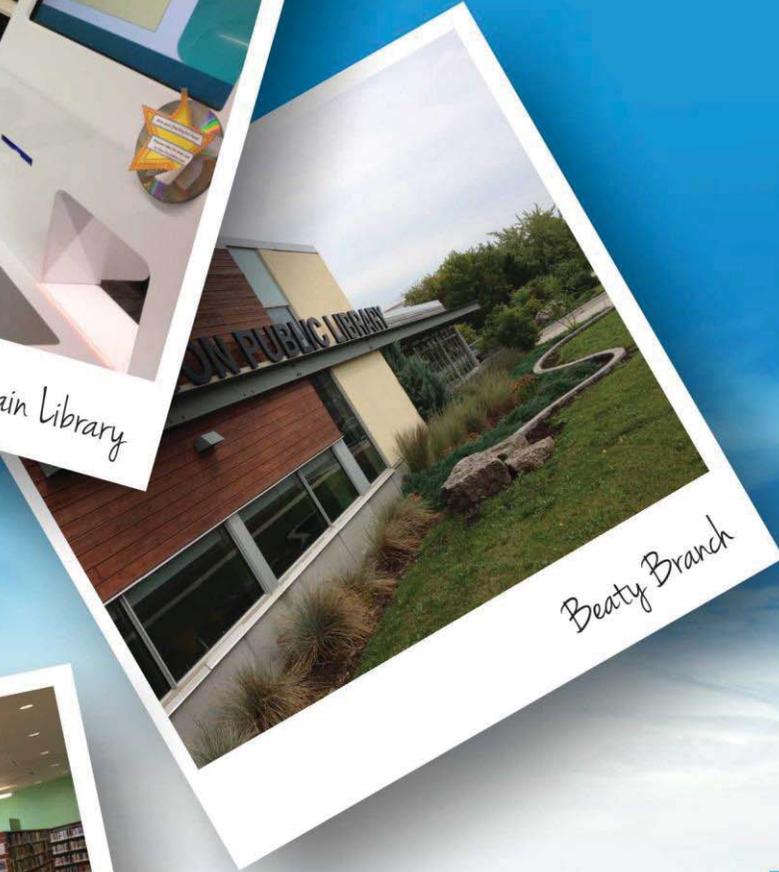
The Milton Public Library Board comes before you this evening to seek Council's receipt and approval in principle of the Library Master Plan 2015.

Upon Council's receipt of the document it will be made available via the MPL website to community members and stakeholders.

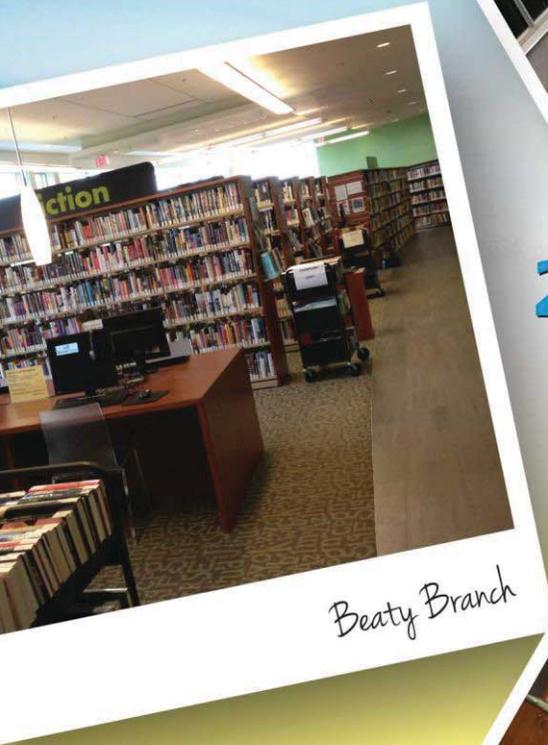
Brad Boehmer  
Chair, Milton Public Library Board



Main Library



Beauty Branch



Beauty Branch



Main Library

# Milton Public Library 2015 Library Master Plan

July 2015



# Milton Public Library

## 2015 Library Master Plan

July 2015

Prepared by:



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# Acknowledgments

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We would like to sincerely thank members of the Library Board, Town Council, the Staff Project Team, and most importantly, the great number of residents and organizations who have helped to shape this plan. This Master Plan sets a course for the Milton Public Library over the next five years and is very much a product of community input and the value they place on high quality library services.

## Milton Public Library Board

### 2011-2014

Brad Boehmer, Chair  
Jas Bahra (resigned)  
Stuart Charles  
Daniel Cloutier  
Kristin Collver  
Rick Di Lorenzo (Local Councillor)  
Arnold Huffman (Local Councillor)  
Ken Jacobsen, Past Chair  
Bogdan Kowalczyk (resigned)  
Jan Mowbray

### 2015-2018

Brad Boehmer, Chair  
Daniel Cloutier, Vice-Chair  
Robert Duvall (Local Councillor)  
Matthew Fabian  
Zeeshan Hamid (Local Councillor)  
James Harland  
Rick Malboeuf (Local Councillor)  
Sarah Marshall  
Margaret Warmels

## Town Council

Mayor and Regional Councillor:  
Local and Regional Councillors:

Local Councillors:

### 2011-2014

Gordon Krantz  
Colin Best  
Brian Penman  
Sharon Barkley  
Mike Cluett  
Rick Di Lorenzo  
Zeeshan Hamid  
Arnold Huffman  
Cindy Lunau  
Rick Malboeuf  
Greg Nelson

### 2015-2018

Gordon Krantz  
Colin Best  
Mike Cluett  
Mike Boughton  
Rick Di Lorenzo  
Robert Duvall  
Zeeshan Hamid  
Arnold Huffman  
Cindy Lunau  
Rick Malboeuf  
John Pollard

## Staff Project Team

Leslie Fitch, Chief Executive Officer / Chief Librarian (Project Lead)  
Maria Benadik, Branch Librarian, Beaty Branch  
Bekah Crozier, Children’s Librarian  
Susan Mickalow, Deputy Chief Librarian (retired, effective March 2015)  
Sherri Norris, Manager, Circulation Services and Beaty Branch  
Emily Thompson, Acting Children’s Librarian (March 2014 – March 2015)  
Kari Veno, Marketing and Communications Co-ordinator  
Mark Williams, Manager, Information Services (Deputy Chief Librarian, effective May 2015)

## Consulting Team

Monteith Brown Planning Consultants

## Executive Summary

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This is an exciting time for public libraries given the abundance of digital content and the intense need for quality service within our knowledge-based economy. Public libraries continue to focus on facilitating opportunities for reading and lifelong learning, although the ways in which these goals are achieved are evolving to respond to our changing environments. Users are expecting more out of their libraries and many libraries are responding through services that cultivate creativity and collaboration. The library of tomorrow holds considerable promise to open new doors through embracing emerging information technologies, improving the user experience, and providing exceptional service that connect users to quality information.

The Milton Public Library is a vital local institution that responds to these trends in a number of ways. Most notably, the Milton Public Library:

- provides equitable and free access to all residents, regardless of their financial status, age, and cultural background;
- offers a welcoming place that people can go to learn, socialize, collaborate, and seek respite from the stresses of everyday life;
- provides quality service to the widest range of users, including readers, students, researchers, businesspersons, and many more;
- connects and empowers the community; there is a strong correlation between library usage and a feeling that one is “part of the community”<sup>1</sup>; and
- is highly valued for its resources, programs, and staff; 92% of Milton residents are satisfied with the Library’s high quality customer service<sup>2</sup>.

“Most importantly I value the group of great people that work in the library, who happen to be the most helpful, friendly and enthusiastic group people I have had the pleasure of dealing with.” - resident

This 2015 Library Master Plan was prepared as an update to the 2008 Plan. Library trends and community profiles were refreshed, while an extensive community, Board, and staff engagement program identified many new ideas and directions. The planning period for this Master Plan is expected to span the next five years, covering the construction of the proposed Sherwood Library & Community Centre and possible expansion of the Main Library. Using evidence-based and outcome-focused analyses, enhancements to programs, services, and policies have also been recommended to coincide with the Library’s growth.

<sup>1</sup> Town of Milton. Community Survey. 2013.

<sup>2</sup> *ibid.*

Milton is one of the fastest growing communities in all of North America and a high rate of growth is anticipated over the next two decades – an additional 132,000 residents are forecasted by 2031. Judging by recent trends, a significant portion of future growth is likely to consist of newcomers to Canada, as well as a mix of young families and older adults. As the Town grows and matures, so too will its public library system.

Further, despite indicators suggesting that Milton is a relatively affluent community, there are also many lower income households who benefit greatly from affordable and accessible public library services. The Public Libraries Act mandates that certain library services (such as admission, borrowing, and use of reference and information services) shall be free. It is widely understood in the library sector that accessibility includes (but is not limited to) the provision of free services.



A new strategic framework has been developed to guide the Milton Public Library for the next three to five years, along with 50 action plans for activating the Library's vision and goals. The strategic framework for the Milton Public Library is detailed below and the proposed Vision, Mission, and Value Statements have recently been adopted by the MPL Board. Specific objectives and action plans for each goal are identified within the body of the Plan and summarized within Section 8: Implementation.

### **MPL Vision Statement**

To inspire through discovery, collaboration, and creation.

### **MPL Mission Statement**

The Milton Public Library empowers the community to: Read. Learn. Create. Connect.

### **MPL Values Statement**

The Milton Public Library values:

- 1) Intellectual Freedom: Supporting the principles of free thought, belief, and expression.
- 2) Accessibility: Providing free and equitable access.
- 3) Lifelong Learning: Promoting literacy, discovery, and creativity.
- 4) Inclusivity: Empowering Milton's diverse community.
- 5) Exceptional Public Service: Ensuring responsive customer service.
- 6) Accountability: Prioritizing transparency and fiscal responsibility in decision-making.

## MPL Goals

The Vision Statement has been activated by focussing on four goals:

- 1) To expand our physical resources to respond to the needs of the evolving community.

Strengthen the Library's role as a vibrant and accessible community hub through the responsible provision of facilities, collections, and supporting resources.

Key Topics (Section 4):

- Collections
- Facilities
- Access & Hours of Operation

- 2) To facilitate the creation of ideas and experiences for people of all ages and backgrounds.

Encourage innovative programs, services, and technologies that strengthen literacy and learning.

Key Topics (Section 5):

- Technology
- Programming

- 3) To connect the community and encourage collaboration.

Enhance community awareness, capacity-building, and alignment with partners.

Key Topics (Section 6):

- Communications & Marketing
- Collaboration & Partnerships

- 4) To deliver outstanding library service to the community.

Foster a culture of service excellence through effective leadership, staff support, and fiscal responsibility.

Key Topics (Section 7):

- Staffing
- Advocacy & Governance
- Funding

# 1. Introduction

---

Time and again, the Milton Public Library consistently receives very high levels of satisfaction and usage; over 1 million items were circulated in 2014 by the 54% of residents who are active cardholders. However, the Library is much more than just a repository for books – the Library’s two physical locations serve as true community hubs that connect users with information, offering invaluable services that facilitate creativity, support lifelong learning, and promote the love of reading. The Library continues to embrace digital resources and new technologies, while collaborations with others are leading to many exciting opportunities and enhanced service delivery.

This 2015 Milton Public Library Master Plan identifies key pressures and opportunities influencing the Library and establishes future directions for library service delivery and facility provision. The intent of this Plan is to ensure that the Library continues to respond to the roles of modern libraries and the values of today’s users, while planning for the anticipated demands and requirements of future residents. With the Milton Public Library experiencing unprecedented and significant increases in usage (in-person visits have risen by over 50% since 2009), these objectives are especially critical in the fast-growing and diverse community of Milton.

This Plan is supported by a firm understanding of the Milton Public Library’s (MPL) issues and opportunities, the stated needs of its users and stakeholders, and a view toward the trends and practices influencing library services now and into the near future. The Plan is guided by Destiny Milton 2 (adopted by Town Council in 2008); its successor, Destiny Milton 3, is currently under development and which will serve as the broad vision for Milton for the next ten years, setting priorities for Milton’s quality of life and service delivery.



The Master Plan is organized into the following sections:

**Section 2: Study Inputs**

- Community Profile
- MPL Profile & Benchmarking
- Trends & Best Practices
- Community and Staff Input

**Section 3: Strategic Framework**

- Vision Statement
- Mission Statement
- Values Statement
- Goals

**Sections 4 to 7: Action Plans**

- Goal 1: Collection, Facilities, and Access/Hours
- Goal 2: Technology and Programming
- Goal 3: Communications/ Marketing and Collaboration/ Partnerships
- Goal 4: Staffing, Advocacy/ Governance, and Funding

**Section 8: Implementation**

- Timing / Priority

The Library's most recent Master Plan was created in 2008 and contained 35 action plans with short and long term implementation schedules needed to achieve MPL's vision for the future. Since the 2008 Library Master Plan was prepared, a number of recommended actions have been completed, including (but not limited to):

- the adoption of a new Mission Statement
- the development of a new Collection Policy addressing a number of items, including the development of multicultural collections and services
- construction of the Beaty Branch and new Main Library
- regularly surveying community opinions
- tracking and monitoring social networking trends
- promoting authoritative websites
- extended hours at the Main Library and Beaty Branch
- the introduction of several new technologies (e.g., self-checkout and many more) and program opportunities made possible by new facility development
- new branding (logo and tagline), use of social media, and the development of a communications and marketing plan

These aforementioned developments – along with rapid changes in technology and library services – have had a significant impact on the Milton Public Library and service delivery. Having completed the principal recommendations of the previous Library Master Plan, the time has come to chart a new course for the Milton Public Library, with a focus on the next three to five years.

## 2. Study Inputs

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This section identifies key inputs to the Master Plan process, including profiles for both the Town of Milton and Milton Public Library, a benchmarking exercise against comparator libraries, trends and best practices in public library service delivery, and findings of the community engagement process.

### 2.1 Community Profile

The following has been adapted from the Town of Milton Community Profile (2013) and Draft Development Charges Background Study (2015), unless otherwise noted, with reference to the Milton Public Library where applicable.

#### Population

Milton has experienced very strong population growth since the early 2000's and the Town will continue to grow and change into the future. Between the 2001 and 2011 census, the population grew from 31,471 to 84,362, for a net increase of 52,891 residents, making it one of the fastest growing communities in all of North America. The latest estimate of Milton's population was 101,270 residents (2015).

Local population forecasts are established by the Region of Halton's "Best Planning Estimates of Population, Occupied Dwelling Units, and Employment, 2011-2031", and are consistent at a regional level with the Province of Ontario's "Places to Grow: A Growth Plan for the Greater Golden Horseshoe". These forecasts suggest a build-out population of 228,084. An interim figure of 159,240 residents in 2025 is forecasted by the Town's Draft Development Charges Background Study.

#### Forecasted Population– Town of Milton

Year	Population
<b>2015</b>	101,270
<b>2025</b>	159,240
<b>Build-out</b>	228,084

Note: Forecasts exclude net Census undercount of approximately 4%.

Population Source: 2015 & 2025 – Town of Milton Draft Development Charges Background Study (2015); Build-out – Halton Region Best Planning Estimates (2011)

It should be noted that the 2025 projection is less aggressive than prior published forecasts. This is due to a number of factors, including a recent slowdown in growth caused by delays in the allocation of servicing, as well as adjusted housing forecasts. These adjustments will have implications on the timing and scale of capital facility development.

## Age

In terms of both absolute and proportionate growth between 2001 and 2011, Milton has seen the greatest increases in the 0-9, 25-34, and 35-49 year old age groups. With rapid population growth, Milton continues to draw a considerable number of young families to the area, with many settling in newer areas of the Town.



## Ethnic Origin, Immigration, and Mother Tongue

Like many other rapidly growing areas in the western Greater Toronto Area, Milton's ethnic origin is increasingly shifting from its more traditional Eurocentric roots to a more globally diverse community composition. Building upon past trends and looking to the future, a more ethnically and linguistically diverse population is anticipated in Milton.

Since 2006, the immigrant population in Milton has grown to 24,700 people in 2011 (representing 30% of the population); this is an increase of approximately 89% (or 11,630 residents) in the five year period. Generally speaking, those born outside of Canada are rapidly emerging as a notable share of the population in Milton (at a faster rate than across the rest of the province). Specifically, immigrants from Pakistan, India, and the Philippines accounted for an increasing share of Milton's immigrant population in 2011.

Similar to the ethnic origin and immigration figures, an increase in residents with knowledge of non-official mother tongue languages has also been witnessed. In 2011, the most dominant non-official language spoken in Milton was Urdu (widely spoken in Pakistan and India), which was spoken by 3,620 residents (4.3% of Town residents). The Town's 2013 Community Profile suggests that new considerations need to be made

in communicating with the residents of the Town about services and programs available. The lack of awareness of many programs – illustrated in the community survey – may be complicated further by language barriers.



## Income & Employment

Milton is a comparatively affluent community, with an average household income estimated at \$118,203 in 2011. Over half (54%) of private households earn over \$80,000 per year and nearly four in ten (38%) households earn over \$100,000 per year. Despite higher than average income levels, there are many lower income households in Milton that benefit greatly from affordable and accessible public library services. Between 2006 and 2009, the Town of Milton experienced the greatest increase in low income families within the Region; 13.5% of all families who moved to the Town during this time period were classified as low income<sup>3</sup>.

Milton's four largest industries – manufacturing, retail trade, wholesale trade, and health care and social assistance – have all seen considerable growth since 2001, which suggests that Milton is home to a diverse labour force with a wide range of expertise and skill sets. In particular, data on occupational composition identifies high concentrations of business and management-related occupations in Milton, suggesting that there are a significant number of workers who have higher-order business or management skills. It is interesting to note that the “art, culture, recreation, and sport” occupational classifications also increased substantially in recent years; this includes technical occupations, such as library, public archive, and museum technicians, photographers, graphic art technicians, creative designers, and others who contribute to the culture of the community. Into the future, more affluent new residents with highly

<sup>3</sup> Community Development Halton. Community Lens. Bulletin #82. November 2012.

skilled occupations are also anticipated, translating into high expectations for library service.

### **Commuting**

A large proportion of Milton's employed labour force (56% of those with a usual place of work in 2012) commute to jobs outside of Milton, with the large majority of these commuting beyond Halton Region. As a result, many residents spend a large part of their time outside Milton and may not be as engaged in their community during the week, or may use the Town's services on evenings or weekends.

### **Educational Attainment**

A large proportion of Milton's population has a college diploma, indicating a strong presence of those with technical and 'hands-on' practical experience and education. Contrary to general trends across Ontario – which suggest educational attainment levels are rising across the province – there was a large increase in the high school group and no diploma group between 2006 and 2012, paired with only moderate growth of those with university-level or higher educational attainment. The Town's 2013 Community Profile suggests that Milton needs to ensure that educational programs are available and accessible to all of their residents, including new residents.



## **2.2 Milton Public Library Profile & Benchmarking Exercise**

### **Milton Public Library Profile**

The Milton Public Library currently operates out of two locations, both of which have been built within the past five years. The Main Library serves the entire Town and is designed to be expanded as part of a future phase. The Beaty Branch serves suburban residents to the east and south. A third service point (Sherwood, to be developed jointly with a community centre in the Town's west end) is currently in the planning stage with opening anticipated for 2018. In addition, MPL maintains Web/Virtual Services, a Rural Library Service, and a Homebound Service. As of 2014, there were 53,280 active MPL cardholders, representing 54% of the community.

The following table illustrates key metrics relating to MPL facilities and services from 2014.

**Service Snapshot – Milton Public Library Facilities (2014)**

<b>Subject</b>	<b>Main Library</b>	<b>Beaty Branch</b>	<b>Total</b>
<b>Collection Size</b>	160,952	67,595	<b>254,406</b> (incl. 25,859 eBooks and eAudiobooks)
<b>Annual Circulation</b>	733,943	211,085	<b>1,041,443</b> (incl. 77,916 eBooks, 15,710 eMusic, 1,190 eMagazines, 1,595 eVideos)
<b>Uses of Online Resources</b>	--	--	<b>238,432</b>
<b>In-Library Visits</b>	299,713	91,735	<b>391,448</b>
<b>Virtual Visits</b>	--	--	<b>430,379</b>
<b>Internet Workstation Sessions</b>	72,875	24,512	<b>97,387</b>
<b>WiFi Sessions</b>	20,017	8,001	<b>28,018</b>
<b>Programs Held Annually*</b>	1,309	801	<b>2,246</b>
<b>Annual Program Attendance*</b>	26,128	13,902	<b>40,030</b>
<b>Questions Answered</b>	84,985	14,937	<b>99,922</b>
<b>Address</b>	1010 Main Street East	945 Fourth Line	--
<b>Year Constructed</b>	2011	2009	--
<b>Size (Sq Ft)</b>	29,586 (two levels)	11,251 (one level)	<b>40,837</b>
<b>Meeting/Activity Room Space</b>	group and silent study rooms, children's program room, computer lab, lounge areas	group study room, silent study room, program room and lounge	--
<b>Key Facility Characteristics</b>	Co-located with Milton Centre for the Arts and MPL Administration/ Technical Services	Stand-alone Building	
<b>Public Computers</b>	36	23	<b>59</b>
<b>Public Seating</b>	134	68	<b>202</b>
<b>Staff, FTE</b>	34	8.85	<b>42.85</b>
<b>Weekly Hours of Operation</b>	57 summer / 61 winter	47	--

Source: Milton Public Library, 2014

\* Programs can be ongoing, in a series, or one-time events.

The following charts (extracted from MPL's 2014 Economic Impact Analysis Study), illustrate the Library's impressive return on investment<sup>4</sup>.



### Library Benchmarking

Recognizing that this represents a snapshot in time and that the Town is still very much in a growth stage, the Milton Public Library is generally performing well in relation to many provincial guidelines, particularly collections and staffing. Where the Library is lagging behind is most noticeable in overall space at the Main Library. The hours at the Main Library are also slightly below comparable flagship facilities in other larger urban communities.

### Comparison of Service Levels at Milton Public Library Facilities (2013)

Subject	MPL Main Library (2013 Ratios)	MPL Beaty Branch (2013 Ratios)
<b>Catchment Area (estimated population)</b>	76,000 (excluding Beaty area)	16,860
<b>Size</b>	0.39 sf per capita	0.67 sf per capita
<b>Collections</b>	2.0 items per capita	3.8 items per capita
<b>Staff (FTE)</b>	1 per 8,686	1 per 16,860
<b>Hours (per week)</b>	57-61 hours	47 hours
<b>Internet Workstations</b>	1 per 2,111 people	1 per 733 people

<sup>4</sup> Economic impact data for MPL was derived using a methodology developed by the Martin Prosperity Institute, Rotman School of Management for the Toronto Public Library. The economic benefits refer to the market value of services delivered, including direct tangible benefits and the stimulus to Milton's economy from direct spending and re-spending (indirect tangible benefits). The full report can be accessed at [www.mpl.on.ca/documents/2014\\_10EconomicImpact.pdf](http://www.mpl.on.ca/documents/2014_10EconomicImpact.pdf).

For additional context, comparisons have been made to several other library systems in Ontario, including Ajax, Brampton, Brantford, Burlington, Cambridge, Markham, Mississauga, Newmarket, Oakville, Pickering, Richmond Hill, and Vaughan. These benchmarking libraries were selected because:

- they are commuter communities that have been subjected to rapid growth and development;
- their population is of similar size to Milton's, either now or in the next ten years;
- their library branch profile is similar to Milton's, either now or in the next ten years; and/or
- they are a leading-edge library system that the Milton Public Library may wish to emulate.

**Library System Benchmarking – Table 1**

Library System	Population	Total Sqft per capita	Internet Workstations per 1,000	Total Staff (FTE) per 1,000
<b>Mississauga</b>	752,000	0.53	0.39	0.43
<b>Brampton</b>	557,800	0.22	0.60	0.22
<b>Markham</b>	332,000	0.46	0.46	0.45
<b>Vaughan</b>	315,006	0.38	0.25	0.46
<b>Richmond Hill</b>	197,900	0.50	0.47	0.43
<b>Oakville</b>	184,000	0.52	0.67	0.73
<b>Burlington</b>	174,432	0.61	0.89	0.68
<b>Cambridge</b>	132,700	0.54	0.44	0.47
<b>Ajax</b>	119,800	0.41	0.28	0.32
<b>Brantford</b>	95,532	0.73	0.50	0.33
<b>Pickering</b>	94,883	0.54	0.85	0.61
<b>Newmarket</b>	87,900	0.40	0.48	0.39
<b>AVERAGE</b>	n/a	0.45	0.49	0.46
<b>Milton</b>	<b>98,000</b>	<b>0.42</b>	<b>0.55</b>	<b>0.45</b>

**Library System Benchmarking – Table 2**

Library System	# of Library Programs per 1,000*	Program Attendance per capita*	In-person Visits per capita	E-visits per capita
Mississauga	10.5	0.20	6.1	12.1
Brampton	5.4	0.11	3.8	4.6
Markham	16.4	0.31	7.2	7.3
Vaughan	11.3	0.32	4.1	3.1
Richmond Hill	12.7	0.25	5.5	5.3
Oakville	15.7	0.37	5.9	5.9
Burlington	11.6	0.29	5.7	9.1
Cambridge	12.1	0.32	5.9	6.6
Ajax	11.0	0.24	3.6	1.8
Brantford	8.7	0.17	6.3	2.8
Pickering	10.8	0.34	6.1	7.5
Newmarket	16.5	0.18	2.0	1.9
<b>AVERAGE</b>	11.0	0.24	5.3	6.9
<b>Milton</b>	<b>23.6</b>	<b>0.38</b>	<b>4.0</b>	<b>6.7</b>

\* As per the 6<sup>th</sup> edition of the Ontario Library Guidelines, programming refers to “recreational, educational or cultural group events or activities provided by the library. Programs may be aimed at children, young adults, adults, seniors, or a combination of age groups. They can take place in the library, and/or in the community, and/or online. They can be on-going, in a series, or one-time events.”

**Library System Benchmarking – Table 3**

Library System	Physical Holdings (Items) per capita	Annual Circulation per capita	Turnover Rate
Mississauga	1.63	8.8	5.4
Brampton	1.03	11.0	10.6
Markham	2.38	14.0	5.9
Vaughan	1.63	8.8	5.4
Richmond Hill	2.49	12.1	4.8
Oakville	1.88	11.4	6.1
Burlington	2.16	12.0	5.5
Cambridge	1.87	9.2	4.9
Ajax	1.37	7.2	5.2
Brantford	n/a	7.9	3.1
Pickering	2.79	13.8	4.9
Newmarket	2.25	5.1	2.2
<b>AVERAGE</b>	1.79	10.0	5.6
<b>Milton</b>	<b>1.95</b>	<b>10.0</b>	<b>5.1</b>

**Library System Benchmarking – Table 4**

Library System	Municipal Revenue per capita	Materials Expenditures per capita	Operating Budget per capita
Mississauga	\$32.18	\$3.23	\$38.18
Brampton	\$24.39	\$3.02	\$30.17
Markham	\$28.12	\$6.11	\$41.21
Vaughan	\$40.33	\$5.11	\$45.02
Richmond Hill	\$47.90	\$7.93	\$59.53
Oakville	\$47.66	\$4.63	\$56.17
Burlington	\$54.80	\$6.29	\$55.84
Cambridge	\$36.74	\$4.06	\$40.33
Ajax	\$31.49	\$3.93	\$34.35
Brantford	\$41.55	\$6.37	\$49.43
Pickering	\$55.77	\$5.86	\$61.78
Newmarket	\$31.85	\$3.23	\$36.85
<b>AVERAGE</b>	<b>\$35.60</b>	<b>\$4.51</b>	<b>\$42.23</b>
<b>Milton</b>	<b>\$38.99</b>	<b>\$4.53</b>	<b>\$41.29</b>

Sources: 2013 OPL – Ajax, Brantford, Milton, Newmarket, Pickering, Vaughan; 2013 CULC – Brampton, Burlington, Cambridge, Markham, Mississauga, Oakville, Richmond Hill

A review of 2013 statistics for Milton Public Library and the other libraries indicates that, on a per capita basis, MPL ranks:

- 1<sup>st</sup> out of 13 in program attendance (MPL = 0.38/cap; Avg. = 0.24/cap)
- 1<sup>st</sup> out of 13 in number of programs (MPL = 23.6/1000; Avg. = 11.0/1000)
- 5<sup>th</sup> out of 13 in internet workstations (MPL = 0.55/1000; Avg. = 0.49/1000)
- 5<sup>th</sup> out of 13 in e-visits (MPL = 6.7/cap; Avg. = 6.9/cap)
- 6<sup>th</sup> out of 13 in physical holdings (MPL = 1.95/cap; Avg. = 1.79/cap)
- 6<sup>th</sup> out of 13 in staffing (MPL = 0.46 FTE/1000; Avg. = 0.45 FTE/1000)
- 7<sup>th</sup> out of 13 in circulation of physical holdings (MPL = 10.0/cap; Avg. = 10.0/cap)
- 7<sup>th</sup> out of 13 in municipal revenue (MPL = \$38.99/cap; Avg. = \$35.60/cap)
- 7<sup>th</sup> out of 13 in operating budget (MPL = \$41.29/cap; Avg. = \$42.23/cap)
- 8<sup>th</sup> out of 12 in material expenditures (MPL = \$4.53/cap; Avg. = \$4.51/cap)
- 8<sup>th</sup> out of 13 in turnover rate of physical holdings (MPL = 5.1; Avg. = 5.6); the turnover rate is the number of times on average that each volume circulates
- 9<sup>th</sup> out of 13 in floor space (MPL = 0.42sf/cap; Avg. = 0.45sf/cap)
- 10<sup>th</sup> out of 13 in in-person visits (MPL = 4.0/cap; Avg. = 5.3/cap)

On a per capita basis, MPL ranks above average in offering programs and program attendance. MPL ranks close to the median in the provision of Internet workstations, e-visits, physical holdings / circulation / turnover rate, staffing, material expenditures, municipal revenue, and operating budget per capita. MPL ranks below average in floor space and visits per capita.

Milton's new library facilities have provided the opportunity to design spaces with technology and programming in mind and the benchmarking exercise illustrates that MPL excels in these areas. MPL has recently instituted a new replacement process for materials, but is limited in space for new collections – attention should be paid to ensuring that proper resourcing for materials is provided as new facility space is made available. The lower than average visit figures are also likely a result of the Library's recent expansion and the Town's overall growth – as new residents become more established in the community, it is anticipated that visitation will rise. Circulation remains strong, an indication that the Library's collection is relevant and community-responsive.



## 2.3 Trends & Best Practices

The Plan has a three to five year planning horizon with a twenty year outlook. In addition to significant and ongoing community growth and changing local demographics, there are significant external influences on the Milton Public Library. These include service development that responds to 21st century literacies and managing service expectations in a rapidly digital world. How quickly the Milton Public Library adapts to these new realities is a question that is examined through this study. After decades of slower change, technology has thrust libraries into a new era – one where they are balancing service delivery through traditional and virtual means. Exactly where the Milton Public Library aims to be on this continuum is of vital importance for both its short- and long-term future.

This is a period of rapid technology innovation, especially for mobile and wireless devices – the need is no longer limited to books, but rather “content”. It is far easier to access information in today’s day and age than at any other point in history; tomorrow it will be even easier. However, various studies and survey data indicate that circulation and library usage is on the rise and that virtual services and digital information are not a threat to traditional library services, but rather a complement – people now have more reasons to visit a public library than in the past! Furthermore, the design of library spaces holds significant promise: flexibility, visibility, and accessibility are central tenets in creating spaces that are welcoming, spacious, and can serve as community hubs and gathering spaces.

Milton’s public libraries are likely to look largely the same in five years’ time, albeit with one or more additional service points. The Library’s strength will continue to be its collections – both print and digital. In many library systems, books and printed material are accounting for a smaller proportion of circulation, while eBooks and DVDs are on the rise (in turn resulting in a decrease to fine revenue due to the automatic “return” of digital material). Formats are in a constant state of flux, making this a challenging time for collection development. Compounding this is the fact that the onset of new technologies such as tablets and mobile devices (which support eBooks and streaming capabilities) has coincided with a period of fiscal restraint within many municipalities. This has challenged the ability of many libraries to grow their electronic resources and digital collections while continuing to maintain their more traditional resources that remain very popular with a broad range of residents.

Strategies to guide and manage this transition need to be identified and set in motion. This may include (but may not be limited to):

- tools and initiatives focused on creativity and maker/hacker mindsets;
- opportunities to enhance the user experience, including discovery centres and value-added services;
- plans for branch renewal to create greater internal flexibility or digital connectivity or collaboration;

- the creation of both quiet spaces (for individual and small group study) and noisy spaces (for gathering and collaboration);
- an enhanced web presence and online tools;
- new engagement and marketing strategies; and/or
- improved partnerships with a wider range of interests.

Many of Milton's new residents have migrated from larger cities and they bring with them high expectations for library service and innovation (e.g., new media). Over the longer-term, it is anticipated that library customers will move further away from a consumption mindset to one of active creation and collaboration. This model holds significant promise for attracting younger generations to the library – teens and young adults are more technologically savvy and transliterate and will be attracted by the convergence of ideas in spaces such as makerspaces.

A detailed review of public library trends, best practices, and information sources can be found in Appendix A. This review includes additional information on:

- The Importance of Libraries
- Usage
- Facilities:
  - Libraries as Community Hubs
  - Design Considerations
  - Space Requirements
  - Alternative Facility Delivery Models
- Technology
- Digital and Print Collections
- Programming
- Support to the Education Sector
- Staffing
- Engagement, Communications, and Marketing
- Funding / Spending
- Partnerships

## 2.4 Community Engagement

Public and stakeholder engagement is a key component of the master planning process as it provides insight into issues, perceived needs, and possible opportunities. To date, consultation has taken the following forms:

- Community Survey – random sample telephone survey of Milton residents undertaken under separate contract (by a different consulting team), in combination with the Community Services Department;
- Public Questionnaire – available on the Library’s website and in library during October and November 2013, as well as through a booth at the Milton Fall Fair in 2013 and 2014;
- Community Input Event & Group Workshops – public input sessions held in combination with the Community Services Master Plan in October 2013 and September 2014, along with a months’ long public review period; and
- Staff & Library Board Engagement – held at various points throughout the planning process.

Each consultation method was designed to achieve a different result, reach a specific group, and/or present information to a variety of stakeholders.

### Community Profile Results

The following has been adapted from the Town of Milton Community Profile (2013), with reference to MPL where applicable. In summer 2013, the Town commissioned a public opinion survey of its residents to assist with assessing public satisfaction and identify priorities for improvement. Questions were posed to a cross-section of Milton residents, including library users and non-users, long-time residents and newcomers. The margin of error for a sample size of 600 was 4.0%, 19 times out of 20.

#### Satisfaction with Library Services

Of the eleven factors reviewed in the community profile, residents were most satisfied with library services in the Town of Milton (86% satisfaction). The survey found considerable support for integration of newcomers to the Town and programs that reflect the needs of new immigrants and other cultures, something that the Library may be able to assist with.

Those who have made use of Milton Public Library Services in the past year were most satisfied with the:

- customer service provided (92% satisfaction);
- fiction selection (87%);
- non-fiction selection (87%); and
- library locations (87%).

Lower levels of satisfaction were identified for the following areas (note: questions were asked to all survey respondents, even if they had little to no knowledge of current program offerings and resources):

- programs for seniors (35% satisfaction), new Canadians (36%), teens (40%), and adults (57%); and
- the selection of downloadable music and eBooks (55%); note: the Library introduced eMusic in 2013.

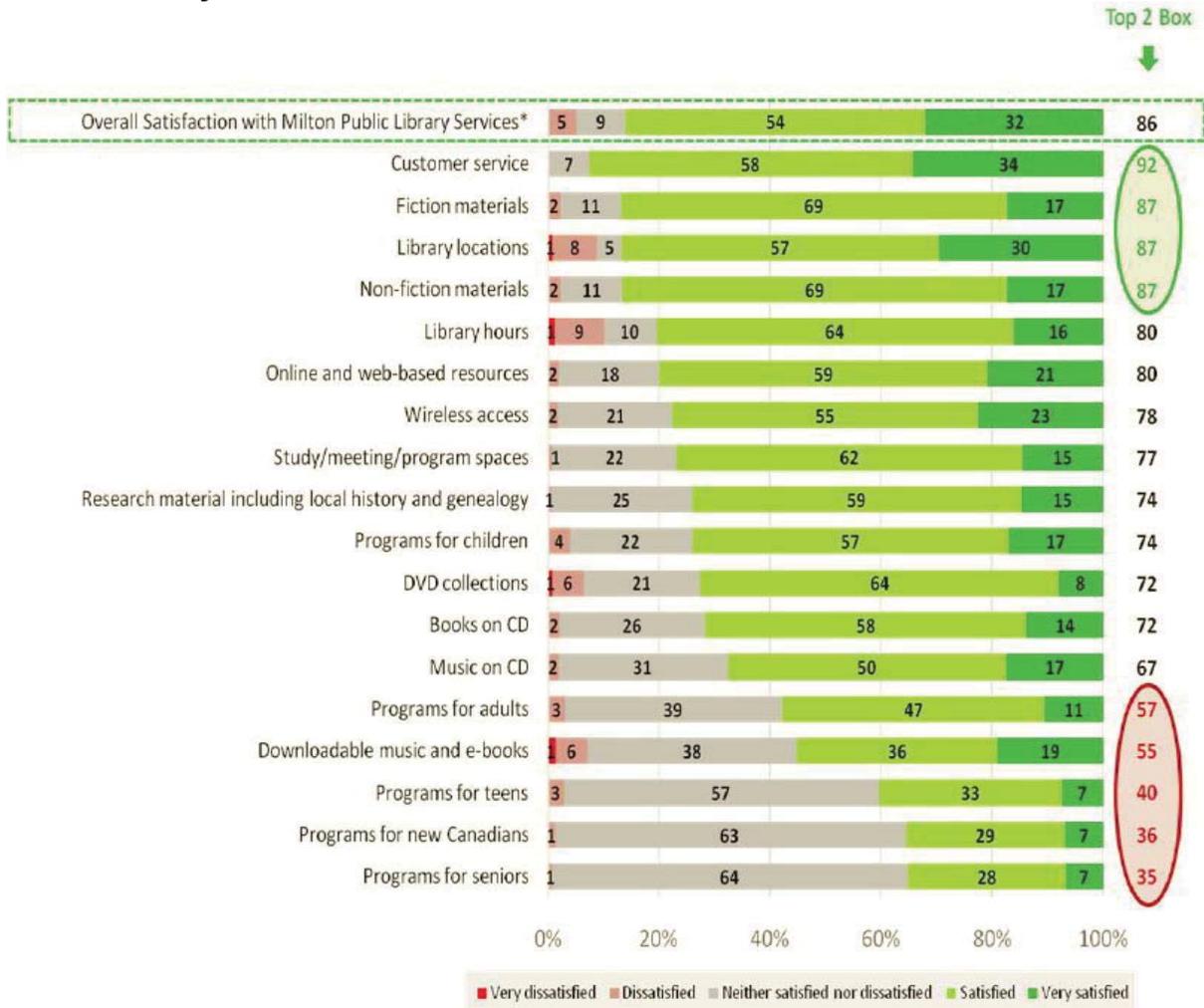
Suburban residents in particular were noted as requesting additional programs and activities for children, perhaps reflective of the young families who have moved into newer areas of the Town.



An analysis of satisfaction and importance reveals the following priority listing for areas of improvement for the Milton Public Library (from highest to lowest priority) – clearly programming offers substantial opportunities for further consideration:

1. Programs for new Canadians
2. Programs for teens
3. Programs for seniors
4. Programs for adults
5. Books on CD
6. Music on CD
7. Downloadable music and eBooks
8. Programs for children
9. DVD collections
10. Wireless access
11. Online and web-based resources
12. Research material
13. Library hours
14. Fiction materials
15. Library locations
16. Study/meeting/program spaces
17. Non-fiction materials
18. Customer service

**Figure 1: How satisfied are you with each of the following aspects of Milton Public Library's services?**



Source: Town of Milton Community Profile, 2013

Despite the library benchmarking exercise that indicates a high degree of programming at MPL, the 2013 Community Profile suggests that more detailed work is required to determine what program content should be offered to appeal to these residents, and where these programs should be delivered.

## Suggestions for Improving Public Library Services

Residents were asked what they may be looking for in a public library that is missing today. The majority (64%) said nothing or had no suggestion. Of those with actionable suggestions, the leading ones were alternative hours of operation (9%), facility specific requests (4%), and more locations (4%).

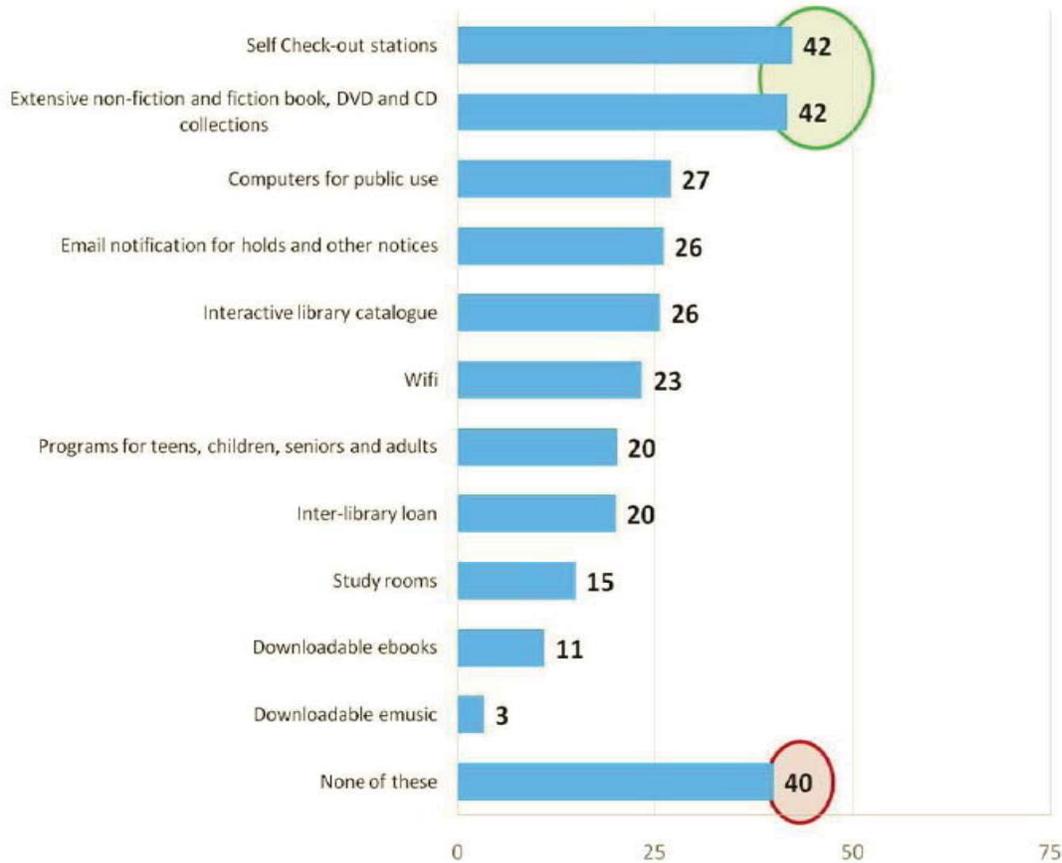
New residents in particular felt that there needed to be more computers and/or better access to computers at library locations. Longer-term residents (10+ years living in Milton) desired more locations/books, shorter wait times for holds, and expansion opportunities for the library.

Urban residents (more so than suburban and rural residents) felt that there was a need for more library locations. The Town's 2013 Community Profile suggests that this may partly be a reflection of the community's perception that the newer suburban areas of the community are receiving newer facilities (e.g., Beaty Branch Library), while older urban areas of the community are dealing with the movement of the main library branch from its Bruce Street location to the new Main Street location. Interestingly, suburban residents were also more likely to recommend more locations, as well as more computers/better access to computers, larger collections of books, and more children's programming as means of improving services.



## Usage of Milton Public Library Services

**Figure 2: Have you used any of the following Milton Public Library Services in the past 12 months?**



Source: Town of Milton Community Profile, 2013

When residents were asked about their usage of Milton Public Library services over the past 12 months, the most frequently used services were self-check-out stations (42%) and extensive non-fiction and fiction book, DVD and CD collections (42%). 40% indicated they have used none of the listed services. Roughly one-quarter indicated they have made use of the computers, email notifications, and the interactive library catalogue (27%, 26%, and 26% respectively).

Residents outlined gaps related to downloadable music (MPL introduced eMusic in 2013) and eBook content. The Town's 2013 Community Profile suggests that satisfaction in these areas is likely to rise as the library continues to explore this area.

Comparatively new residents in Milton (those who have lived in the Town for five years or less) are more likely to have used the library to access computers and WiFi services. Those who have lived in the Town for five to ten years are significantly more likely to have used self-checkout stations at the library than their longer term counterparts.

For library services, a feeling that one is “part of the community” appears to strongly correlate to library service usage, with this group being significantly more likely to make use of nearly all services (except the interactive library catalogue, study rooms, and downloadable eMusic) than those who do not feel part of the community.

### Library Information Sources

The majority of residents surveyed indicated they primarily use the Library Website to get information about Milton Public Library events, services, collections, and programs (38%). Library Staff and the Canadian Champion were other leading sources mentioned by residents (14%, 13% respectively).

Comparatively new residents in Milton (those who have lived in the Town for five years or less) are more likely to obtain information about the library from its website. Longer-term residents (10+ years living in Milton) along with urban residents (more so than suburban and rural residents) were more likely to rely on the Canadian Champion newspaper for information about the library. On-site signage is significantly more effective for suburban residents as a means of distributing information about the library than it is for other subsets of the population.

### Preferred Mode of Communication

The preferred mode of communications for Municipal and Public Library communications was the Canadian Champion Newspaper (33%), followed by E-newsletters / blasts (20%, with residents preferring E-newsletters / email – 12%), websites (17%, with the Town of Milton website being the preferred website – 11%), and via social media (10%, with Facebook taking the lead – 7%).



## Public Questionnaire Results

A brief open-ended questionnaire was made available on the Library's website and in both library branches during October and November 2013; 70 responses were received. This questionnaire was also administered to 231 individuals at the Milton Fall Fair in September 2013, including residents and non-residents. In total, 301 questionnaires were completed by a wide variety of children, teens, adults, and older adults. Although the results are not intended to be statistically significant, this represents an excellent response rate and one that provides a great depth of perspective as to what the Milton Public Library means to local residents – in people's own words!

Under the banner "Have Your Say!", the questionnaire asked the following three open-ended questions:

### 1. What do you value most about the Milton Public Library? (most mentions)

- Books (89)
- Programs (51)
- Movies / TV Shows / Videos (41)
- Variety (36)
- Access (28)
- Computers (20)
- Staff (19)
- Online Resources (14)
- Children's Area (13)
- Study Space (12)
- Research (12)
- Free (12)
- New Facilities (11)



Sample Quotations:

“It's a community hub where residents can meet many needs: reading, meeting place, digital needs, events, etc. It gives opportunities for all members of the community to join, enjoy and be a part of a community.”

“I value the sense of community and involvement.”

“The Milton Public Library ... is a very useful and a very beneficial place for all students.”

“As a family we often bring our kids to the drop in story time sessions, which has helped our kids grow a love of reading.”

“Most importantly I value the group of great people that work in the library, who happen to be the most helpful, friendly and enthusiastic group people I have had the pleasure of dealing with.”

**2. What can the Library do to make a difference in your life? (most mentions)**

- Extended Hours (46)
- More Programs (45)
- Continue what they're doing (23)
- More Books (23)
- More Branches (20)
- More eBooks (20)
- Resource for Students (19)
- Greater Online Presence (18)
- Community Hub (18)
- More Digital Resources (14)
- Offer Programs at Different Times (12)
- Cafe (10)
- More Small Group Study Space (10)
- More Variety (10)
- Focus on Literacy (10)

Sample Quotations:

“Helps me learn. It also helps me become my dream...a doctor.”

“It can help you find tools/books you need for school or anything and by that brings success ... They help you get ready for the future.”

“Continue carrying the new release movies and offering the free story time sessions.”

“Offering more courses/classes for adults and book clubs. Offer more of the kids classes on the weekends for moms who are working.”

### 3. Complete this sentence: In the future, my Library will...

“... inspire people to achieve their own dreams.”

“... have 10,000,000 books!”

“... encourage people to communicate face to face and put down their smart phones.”

“... have all the new books, all the classics and will be like a second home to people.”

“... try to be a place for every person and will try to be a place in which every person feels that they have a place.”

“... be my main resource for information on any topic I can think of.”

“... be a place where my children will go to study and do research, where they can feel safe and always welcome.”

“... allow me to have access to the world.”

“... be a place where we can learn and grow, enjoy and have fun.”

A more complete summary of the public questionnaire results can be found in Appendix B.

### Community Input Event & Group Workshop Results

In combination with the Community Services Master Plan, a Community Input Event was held on October 22, 2013 at the Milton Sports Centre to gather thoughts, opinions, and ideas related to parks, recreation, culture, and library services and facilities. Approximately 54 residents participated in the event, which was advertised through posters, websites, and local media. Based on the depth of input from this event, it is clear that the Milton Public Library is highly valued.

A second public open house was held at the Milton Sports Centre on September 23, 2014 to solicit feedback on the Draft Master Plan. The Draft Master Plan was also posted on the Library’s website from July 2014 to June 2015 as part of the public review period. During the first few months of this review period, an online feedback form was available on the Library’s website and a total of five responses were received. Input from these events has been considered as part of this Master Plan.

In addition, smaller invitation-only workshops were held in October 2013 with representatives from the arts and cultural sector, as well as youth services. Input from these various events is summarized below (in general order of mention, from most to least).

1. There is a desire for extended hours of operation, especially at the Main Library (evenings and weekends throughout the year).
2. Partnerships with post-secondary institutions should be explored, such as courses/seminars and other resources.

3. Partnerships with the cultural sector should be explored, such as mentoring opportunities or simply serving as a community hub for cultural activities.
4. Continued branch development should be a priority, particularly in west Milton; support was received for including libraries within multi-purpose facilities.
5. Library service to the downtown area was requested (particularly for seniors living near the former main library; note: this matter was addressed through previous studies); options included branch development or a mobile library that may also provide service to rural areas.
6. Youth want a place within the library to hang out, as well as study rooms, homework areas, computer lab, video game tournaments, music streaming, and programs targeted at older teens.
7. Improved parking at the Main Library is desired.
8. There is demand for more eBooks (with longer loan periods), as well as lending non-traditional materials such as e-readers and local art.
9. Improved communications and marketing are desired.
10. Continued diversification in services, resources, programs, and rooms rentals; there is a recognition that the Library is not just for books, but rather that it is a centre for information, gathering, and collaboration.

### **Staff and Library Board Engagement Results**

Workshops and input sessions were held with the Milton Public Library Board and various Library staff throughout the process in order to identify key strengths, weaknesses, threats, and opportunities to be considered through the master planning process. In addition, the Library's strategic framework – its vision, mission, and values – were also tested and discussed at several of these sessions. This input has been valuable to identifying contextual information and areas for further consideration.



### 3. Strategic Framework

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By definition, strategic planning is a systematic process of envisioning a desired future, and translating this vision into broadly defined goals or objectives and a sequence of steps to achieve them. It is undertaken as a way of articulating needs and measuring success and is particularly vital in sectors undergoing transformative change, such as today's public libraries.

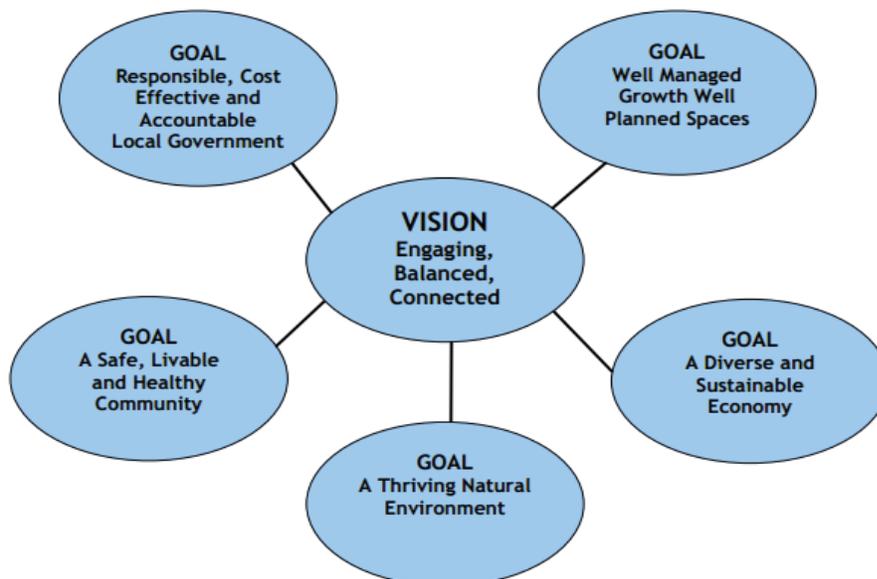
Strategic planning is useful for the short-term, but inherently focussed on the long-term. It assesses organizational capabilities and establishes a path forward, with a prescribed vision of the future in mind. The proposed action plans are intended to help the organization come closer to achieving its vision, although intervening factors may cause the organization to adjust its vision as time goes by.

Having a strategic framework can be especially useful when having to make choices regarding resource allocation, responding to emerging issues, or supporting new initiatives. Strategic planning helps to position an organization for success by documenting issues and opportunities, articulating its purpose and goals for all to see, and creating transparent and measurable actions for moving forward.

#### 3.1 Current Context

At its highest level, the 2015 Library Master Plan is guided by Destiny Milton 2 (adopted by Town Council in 2008 and supported by the Library Board), which serves as the broad vision for Milton, setting priorities for Milton's quality of life and service delivery. The Town's strategic plan is currently being updated through Destiny Milton 3; however, at the time of writing, the vision and goals from Destiny Milton 2 remain in effect:

**Figure 3: Destiny Milton 2 – Vision and Goals**



This 2015 Library Master Plan also considers the strategic framework captured in the 2008 Library Master Plan, which serves as a point of departure for this analysis.

### **Current MPL Vision Statement**

None, although the Library has been making frequent use of the following tagline: “Be inspired...”

### **Current MPL Mission Statement**

The Milton Public Library is committed to nourishing growing minds, promoting the love of reading and providing a gateway that connects people, ideas and information.

### **Current MPL Values Statement**

None

### **Current MPL Roles**

#### Primary Library Roles:

- 1a. Popular Materials Library – The Library features current, high demand, high interest materials in a variety of formats for persons of all ages, abilities, and cultural heritages.
- 1b. Life-long Learning Centre – The Library supports a sustained program of formal and informal learning for individuals of all ages, abilities, and cultural heritages. A special emphasis is placed on encouraging young children to develop an interest in reading and learning. The Library also serves as a major resource of local history collections and services.
- 1c. Virtual Portal – The Library provides a means by which patrons can access information from a wide variety of electronic sources, including databases and the Internet.
- 1d. Service-Oriented Library – The Library actively provides timely, accurate, and useful information and on-site resources for community residents in their pursuit of personal and job-related interests.

#### Secondary Library Roles:

- 2a. Broker / Link to other Resources – Through partnerships with other agencies and organizations, the Library is a clearinghouse for current information on community services, issues, and events.
- 2b. Community Gathering Place – The Library is a central focus for community activities, meetings, and programs.

## 3.2 Proposed Strategic Framework

Using Destiny Milton 2 as a guiding document, the strategic framework proposed for the 2015 Milton Public Library Master Plan consists of the following:

- **Vision Statement:** A Vision Statement describes a compelling, conceptual image of the desired future for the Milton Public Library as a whole.
- **Mission Statement:** A Mission Statement captures why the Milton Public Library exists and the needs that it fulfills.
- **Values Statement:** A Values Statement outlines the Milton Public Library's values, which guide corporate behaviour and policies.
- **Goals:** Goals are desired end results.
- **Objectives:** Objectives are targets for accomplishing goals.
- **Action Plans:** Action plans are the specific steps that will be taken to achieve the goals and objectives.

The Milton Public Library's current strategic framework consists of a Mission Statement and Roles; action plans are contained within the 2008 Master Plan. The proposed framework is a departure – it adds a Vision Statement, Values Statement, Goals, and Objectives, while removing Roles.

These new elements are intended to provide the Library with meaningful direction on a broader range of subjects, while keeping an eye on the longview. While many of the Library's current Roles may still be relevant, they were based on a 1980s American Library Association report that was prepared before the digital era, and the time has come to rethink their place; it is felt that the overall intent of the Roles can be adequately addressed through the Mission Statement and Goals.

The specifics of the proposed strategic framework are presented below, with the exception of the recommended objectives and action plans, which have been provided as part of the Sections 4 to 7 of this Plan.

Note: MPL's current tagline, "**Be Inspired**", is an outcome of a branding exercise that coincided with the opening of the new Main Library. A tagline is a short phrase that communicates the highest priority message about the brand identity in an evocative manner. "Be inspired" continues to present a valuable opportunity for MPL to communicate this promise to the community and fits well with the proposed Strategic Framework.

### **MPL Vision Statement**

To inspire through discovery, collaboration, and creation.

### **MPL Mission Statement**

The Milton Public Library empowers the community to: Read. Learn. Create. Connect.

### **MPL Values Statement**

The Milton Public Library values:

- 1) Intellectual Freedom: Supporting the principles of free thought, belief, and expression.
- 2) Accessibility: Providing free and equitable access.
- 3) Lifelong Learning: Promoting literacy, discovery, and creativity.
- 4) Inclusivity: Empowering Milton's diverse community.
- 5) Exceptional Public Service: Ensuring responsive customer service.
- 6) Accountability: Prioritizing transparency and fiscal responsibility in decision-making.

As a result of the work identified here, the MPL Board adopted the Vision, Mission, and Values Statements in 2014 in order to drive future direction.



## MPL Goals

The Vision Statement has been activated by focussing on four goals:

1) To expand our physical resources to respond to the needs of the evolving community.

Strengthen the Library's role as a vibrant and accessible community hub through the responsible provision of facilities, collections, and supporting resources.

Key Topics (Section 4):

- Collections
- Facilities
- Access & Hours of Operation

2) To facilitate the creation of ideas and experiences for people of all ages and backgrounds.

Encourage innovative programs, services, and technologies that strengthen literacy and learning.

Key Topics (Section 5):

- Technology
- Programming

3) To connect the community and encourage collaboration.

Enhance community awareness, capacity-building, and alignment with partners.

Key Topics (Section 6):

- Communications & Marketing
- Collaboration & Partnerships

4) To deliver outstanding library service to the community.

Foster a culture of service excellence through effective leadership, staff support, and fiscal responsibility.

Key Topics (Section 7):

- Staffing
- Advocacy & Governance
- Funding

Each of these goals is explored in more detail on the following sections, along with the associated objectives and goals.



## 4. Goal 1: Responsive Physical Resources

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To respond to Goal 1 (“To expand our physical resources to respond to the needs of the evolving community”), this section contains an assessment of MPL’s collection, facilities, and access/hours of operation.

### 4.1 Collections

MPL’s collection promotes the love of reading and inspires in so many ways. But at its core, the purpose of the collection is to deliver content, whether the format is physical or digital. The demand for print collections, most notably children’s and adult non-fiction, is strong in Milton. Other trends suggest growing interest in large print formats to serve an aging population, declining use of print reference due to the growth of digital resources, and continued demand (at least in the short-term) for DVDs.

However, the most significant trend is the introduction of digital formats across a range of platforms, which is transforming how some people access library resources. Audio, video, books, magazines, reference, databases, etc. can all now be accessed digitally, often from the comfort of one’s own home. As a result, libraries are being required to provide singular items in multiple formats, a trend that is expected to continue for the foreseeable future.

At MPL, books and printed material are still the dominant component of borrowing, but this share is slowly being eroded by eBooks and digital resources (eMusic and eVideo were introduced in 2013). In 2014, eBooks and eAudiobooks accounted for 7.5% of MPL’s total circulation, compared to print books at 61%, DVDs at 22%, and CDs at 3.5% (all other formats, including eMagazines and the newly launched eVideo streaming service, accounted for the remaining 6%). These percentages are in-line with comparable library systems.

The 2013 Community Profile identified the need to improve and expand MPL’s selection of electronic and downloadable content, including eAudiobooks and eMusic (only 55% of survey respondents expressed satisfaction in this area). The selection of downloadable content is both a product of affordability and availability as many eBooks cost more than printed materials and some publishers are not currently making them available to public libraries. In addition, the licensing fees for eMusic and other digital content can be considerable. MPL, like most libraries, is increasing its commitment to the purchase of electronic resources such as eBooks year over year.

The convenience factor of digital content is a distinct advantage that is likely to strengthen its market share for the foreseeable future, but trend watchers do not predict eBooks to be the downfall of the printed word. The adoption of eBooks in Canada generally lags behind the United States, where a survey of the top 100 American

libraries<sup>5</sup> found that they spent approximately 5% of their materials budgets on eBooks in 2011. This survey indicated that spending on eBooks in the United States was projected to increase by 5% per year, but would increase by nearly 50% if eBook content became more available to libraries. Much of this increase was anticipated to come at the expense of spending on print materials, which would decline. Between 2011 and 2012, eBook lending increased by 54% amongst the American libraries surveyed.

MPL's circulation exceeded 1 million items for the first time in 2012 – circulation has outpaced population growth in the Town for several years now, although more recent data suggests that circulation growth levels may be beginning to stabilize on a per capita basis, including eBook borrowing. The continued challenges faced by public libraries in accessing eBooks at unreasonably high prices will exacerbate pressures on

Another area of collections that requires attention is the Library's multilingual resources, which are growing at a much slower rate than the Town's newcomer population. As of 2011, 30% of Milton residents were foreign-born, an increase of approximately 89% (or 11,630 residents) since 2006. Currently, foreign language materials (which include DVDs in South Asian languages and print materials in Urdu and Spanish) only account for 0.4% of MPL's total collection (print and digital), while French language materials account for 1.8%.

In particular, immigrants from Pakistan, India, and the Philippines are accounting for an increasing share of Milton's newcomer population. In 2011, the most dominant non-official language spoken in Milton was Urdu (4% of residents); in total, 46% of Milton residents speak a language other than English or French at home, the highest percentage in Halton Region. The extension of French immersion curriculums locally also point to the popularity of French.

The range of items within MPL's multilingual collection needs broadening in order to effectively meet the needs of the community. It is the Library's responsibility to provide an equitable level of service to all members of the community regardless of background. However, there are many variables involved in delivering library services to a diverse community. Knowledge of various cultures is essential – some may be eager to read in English, while others may place an emphasis on their linguistic heritage and wish to pass this onto their children. In reviewing needs for multilingual resources, MPL connects with community partners that provide newcomer services and also collect data on the languages read at home by new patrons (popular languages include Urdu, French, Spanish, Arabic, and Hindi).

As a result of a recommendation contained in an early draft of the Master Plan to update MPL's Collection Development Policy and Weeding guidelines, new

<sup>5</sup> Online Computer Library Center. The Big Shift: Public Library Strategies for Access to Information in Any Format. 2012.

benchmarking standards were introduced at MPL. These changes will see a greater proportion of the collection budget allocated to each language read in the home, once certain minimums have been achieved. Doing so has resulted in a greater proportion of funding for materials in Urdu, Spanish, French, and Hindi. These types of guidelines are common in large public library systems within diverse communities and seek to incorporate equitable standards for establishing a new language collection, as well as strategies for acquisitions (e.g., direct buys, ARPs, etc.). Examples of guidelines for multilingual collection development include:

- Vaughan Public Libraries require a minimum population of 2,000 residents based on language data from the Census, supplemented by direct input from the local community
- The International Federation of Library Associations and Institutions recommends “that, as a general principle, book collections provided for each multicultural group should be provided at least at the same per capita level as for the general population. However, it should be recognised that for small groups it may be necessary to have a higher per capita provision than that generally applied, in order to provide an effective and more equitable service. A viable target to which smaller libraries may aim is the provision of 1.5 to 2.5 books per capita per multicultural group.”<sup>6</sup>

With a ratio of 1.95 items per capita (excluding digital resources), MPL’s collection levels are generally performing well in relation to provincial guidelines and comparator systems. MPL’s circulation levels remain strong, an indication that the Library’s collection is relevant and community-responsive. The 2008 Master Plan established a collections target of 3.0 items per capita and this remains a viable goal at this time, particularly when eBooks and digital resources are included. The Library’s recent implementation of a new collection management system (collectionHQ) will assist in making decisions regarding what items need to be added, de-selected, or shifted to another branch. Currently, MPL employs an annual 5% replacement rate for its collection. While this is a reasonable target for long-term budget purposes, the Library’s new collection management system and growing digital collection will allow MPL to move away from a stringent target in favour of one that is evidence-based.

With a material expenditure of \$4.53 per capita in 2013, MPL now ranks in the middle of the library comparator group after many years of being underfunded, partially as a result of being a small single branch system. The Library’s resourcing for new materials needs to continue to respond to growing demands for new formats, multilingual resources, and the rising costs of material purchases. However, MPL’s funding is based on a fixed capital budget allocation indexed to growth, meaning that there is little opportunity to affect change in this area. Due to existing space constraints, the Library will only be

<sup>6</sup> International Federation of Library Associations. *Multicultural Communities: Guidelines for Library Services*, 3rd Edition. 2009.

able to make substantial increases to its collection through the expansion of digital resources, branch development/expansion, and strategic de-selection. A more robust multilingual collection should be contemplated for the proposed Sherwood library branch.

It also bears noting that MPL has been working with HALINET (a partnership of information providers and educators in Halton Region) on the investigation, selection, and implementation of a new Integrated Library System, which is proceeding in July 2015 in cooperation with Halton Hills Public Library. Today's systems have enhanced functionality that streamlines acquisitions and cataloguing and that allows for improved tracking and collection management that benefits both the library and its users.

### **Objectives / Action Plans**

1a. Review and update the Collection Strategy to respond to emerging trends and needs.

1. Continue to track loans of eBooks and other digital resources, as well as funding patterns of other leading libraries, in order to establish spending targets for electronic formats.
2. Continue to target a collection size of 3.0 items per capita.
3. To respond to growing demands, the Library's annual materials budget should be used to fund in-demand resources including (but not limited to):
  - expanded multilingual collections
  - new formats, such as eBooks and streaming video and audio
  - large print formats to serve an aging population
  - popular materials in multiple formats (print, digital, audio/video, etc.)
  - lifelong learning resources
4. Develop a collections plan for the Sherwood Branch and future libraries.
5. Utilise evidence-based data from the Library's collectionHQ software and the new ILS that tracks and effectively analyzes collection usage to assess relevance to the community.

## **4.2 Facilities**

Milton is currently served by two physical public library facilities, both of which were built within the past five years and which embody key design principles for modern public libraries (including specific LEED Silver standards and technology to support patron self-service options).

The Main Library (29,586 gsf; located in the established urban area; opened mid-2011) is located in the Milton Centre for the Arts on one of the gateway approaches to Milton. It features an abundance of natural light, along with warm, welcoming, and fully accessible space available for a multitude of uses. Compared to its previous building, the new Main Library provides considerably expanded space for larger, broader, and deeper collections, additional resources and programs, expanded seating (including Program, Silent Study and Group rooms, and a Laptop Lounge), larger children's and teen areas, more workstations and electrical outlets for laptop power, full accessibility, other needed technology features, and much more parking with better links to public transit. With its construction, the Administration and Technical Services/Computer Services staff were once again brought under the same roof as Main Library staff.

Beaty Branch (11,251 gsf; located in the Bristol Survey; opened late-2009) is a one-storey, fully accessible building that supports the services offered by the Main Library. Large windows allow natural light to fill the entire Library. The Children's Area offers a bright and appealing space for playing and enjoying books and is equipped with computers offering access to the Internet and early literacy programs. The Program, Group, and Silent Study rooms are in demand daily, as are the public Internet workstations. In the nearly five years that the Branch has been open, the collection has grown to capacity and beyond. With a new high school in close proximity to the branch, the Teen Area of the library is challenged for space. Further, the initial pre-school cohort in the neighbourhood is aging, placing high demand on Children's Space.



MPL's existing and future facilities should continue to place an emphasis on the 'library as place' concept, which values space as a service in its own right – a hub for discovery, learning, and experience – not just for accommodating collections or services. This requires the provision of spaces for socializing, small group collaboration, exhibits, programming, workshops and presentations, etc. that enable libraries to serve as community hubs. Outdoor seating, reading gardens, large meeting/program rooms,

discovery centres, puppet theatres, portable shelving (stacks on wheels), late-night access for students during exam times, and a wider variety of seating are just a few of the features being integrated into new facilities. These features are intended to enhance comfort and convenience by creating both a welcoming place and “wow factor” for existing and potential users alike.

Like any public service, MPL’s objective is to provide facilities and services in the appropriate locations at the right time to meet the needs of present and future residents. In a planned growth community like Milton, this task is enabled through the Town’s residential phasing, which consists of the established urban area, Bristol Survey (Phase 1), Sherwood Survey (Phase 2), and Boyne Survey (Phase 3). The current focus of future library planning is on the Sherwood and Boyne Surveys, as well as expanding existing services in areas of identified need. The future development of the Milton Education Village – a comprehensively planned university campus to be developed in partnership with Laurier University – may also offer opportunities for library services focused on creativity, innovation, and post-secondary interests.

Public libraries are inclusive institutions that are created equally for everyone in the community. They are not intended just to serve specific neighbourhoods, rather they are distributed equitably to improve access to all residents in the most cost effective manner possible. Duplication of service is not cost effective and the Library and Town try to align services through long-term planning that emphasizes fair and equitable distribution. In the end, tough choices need to be made about how best to offer services, which requires a balance between meeting resident expectations and financial sustainability.

MPL’s current level of space provision lags behind industry standards (but is generally keeping pace with comparator systems) and there is a need to extend facility development into the Town’s new neighbourhoods. Furthermore, the Library’s current facilities – most notably the Main Library – have growing space constraints and are unable to accommodate additional collections, proper separations, age-specific space (specifically for children and teens), or study/seating space that would strengthen the Library’s role as a community meeting place. More library space is required in both the short and long-term to accommodate local needs.

Per capita targets are also used to determine system-wide library facility needs. The 2008 Master Plan recommended a Town-wide target of 0.6 square feet of library space per capita. With an estimated population of 101,270 (2015), the Library is currently providing 0.40 square feet of space per capita. Facility development is the responsibility of the Town – with direction provided by the Library Board – and will be dependent on financial resources and partnership opportunities. Given future opportunities for shared facility development and the need to strive for fiscal sustainability, a slightly reduced target of 0.55 square feet of library space per capita is recommended for the current master planning period.

The following table applies the recommended space provision target to the Town’s population forecasts to reveal space requirements over time. At present, Milton requires

an additional 14,862 square feet to meet the 0.55 sf/capita target. With continued population growth, this shortfall is expected to climb to 46,745 square feet by 2025 and 84,609 square feet by build-out.

### Forecasted Library Space Requirements

Year	Population	Library Space Needs (based on 0.55sf/capita)	Additional Space Required (40,837sf at present)
<b>2015</b>	101,270	55,699	14,862
<b>2025</b>	159,240	87,582	46,745
<b>Build-out</b>	228,084	125,446	84,609

Population Source: 2015 & 2025 – Town of Milton Draft Development Charges Background Study (2015); Build-out – Halton Region Best Planning Estimates (2011)

In light of the growth in the population of Milton, the multi-stage expansion process that began in 2009 with the Library's first branch needs to continue. However, given its other financial priorities, the Town has not allocated funding to fully achieve this target at the current time and will likely have to work towards it gradually and incrementally. The timing of projects identified in the previous Master Plan has been delayed due to a recent and short-term slowdown in growth and subsequent funding challenges. Part of the reason for the Town building the new Main Library when they did was the award of a provincial and federal government grant. Fortunately, these recent library building projects should improve the Town's Development Charge service levels into the future.

The 2008 Library Master Plan recommended that, in addition to the Beaty Branch and new Main Library, MPL construct two new branches: (1) Sherwood Survey (in or around 2014; 15,000sf); and (2) Boyne Survey (in or around 2019; 15,000sf). It was recommended that opportunities be explored to co-locate these libraries with other municipal and public uses, such as leisure facilities or schools. The 2008 Plan also recommended that the new Main Library be built to a size of 40,000sf (it was built to 30,000sf) and that it be expanded in the longer-term (an additional 23,000sf, for a total of 63,000sf; this is not likely achievable given site restrictions).

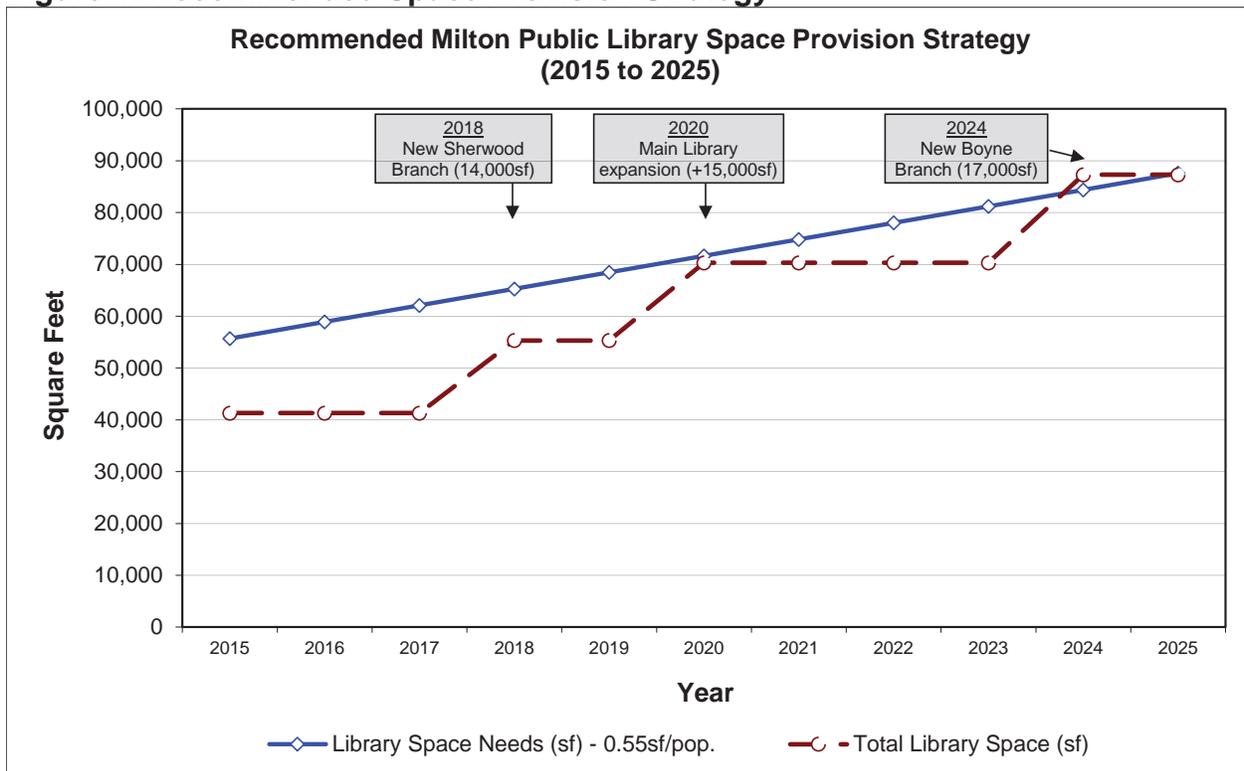
This Plan recommends the following adjustments to the timing and sizing of library facility development, subject to the timing of residential growth and funding availability:

- 1. Sherwood Library:** The design and development of the Library's second branch (Sherwood) is a high priority for the Milton Public Library. At present, design of the Sherwood Branch is anticipated to be initiated in late 2015, with 2018 being a move-in date. With an estimated population of approximately 32,500 for this community (by 2025), a target of 14,000 square feet can be justified. A library in this area will also improve accessibility for rural residents in north and west Milton. Co-location with a community centre is anticipated.
- 2. Main Library Expansion:** The Main Library is undersized for a flagship facility in a fast-growing community. An expansion of 15,000 square feet was contemplated when the facility was built and the Library should seek to provide

no less than this amount during the next phase of development, which could begin as early as 2018 for completion by 2020. Due to the current and future shortfall of space at the Main Library, additional space should be sought through future branch development.

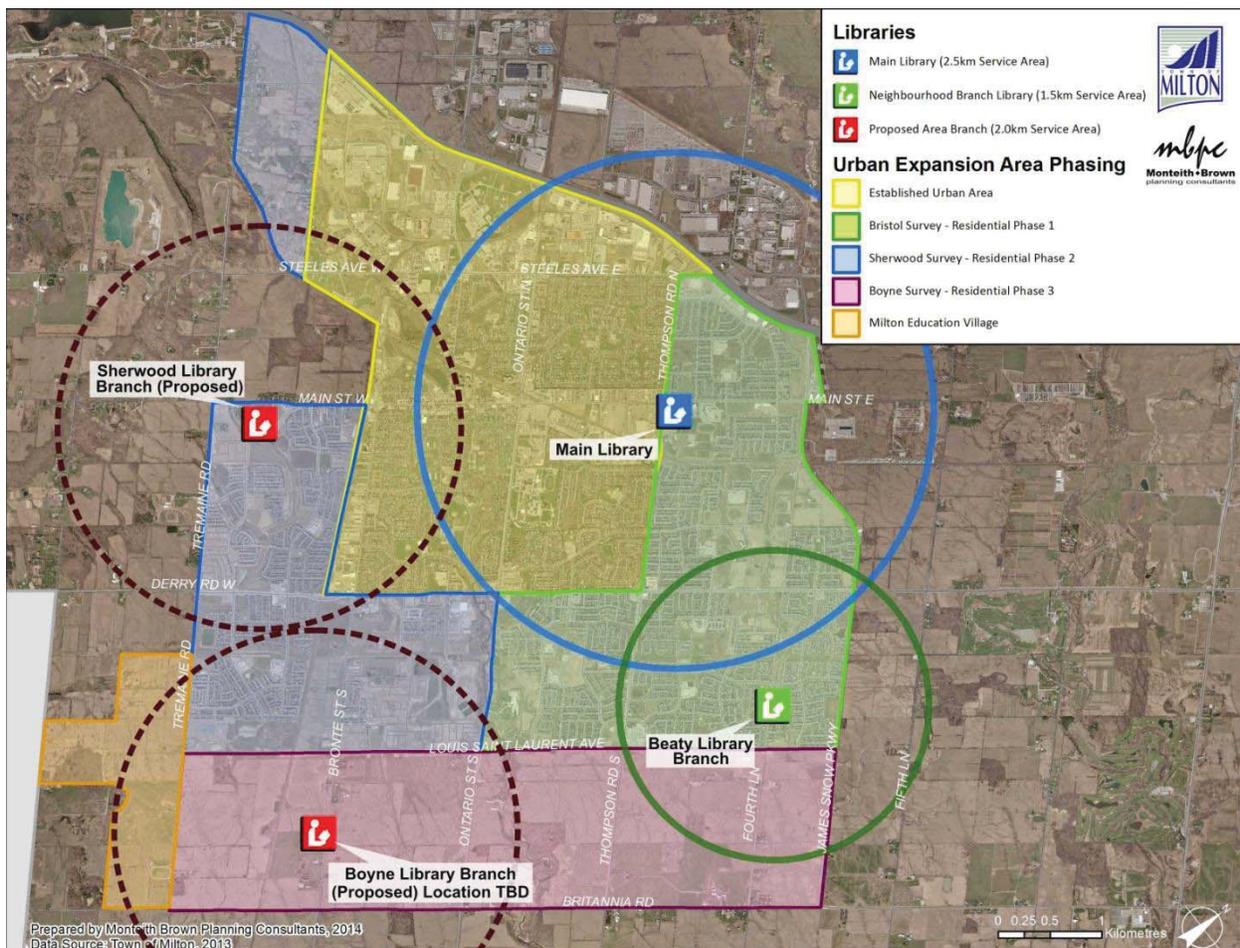
3. **Boyne Library:** The Library’s third branch (Boyne) may be initiated in 2022 with move-in for 2024, depending on residential growth in this community. A minimum of 17,000 square feet of library space should be targeted. Co-location with other public uses (e.g., community centre and schools) is contemplated.
4. **Future Library Development:** There will be a need for future library development beyond what is contemplated through the aforementioned projects, either to serve existing communities (through expansion or new locations within intensification areas), unserved portions of the community, or future residential development beyond the current urban areas. To meet the provision target, approximately 30,000 additional square feet will be required at one or more locations. Based on current forecasts, timing of space provision delivery would be beyond 2025. The next Master Plan Update should examine possible locations and strategies for this space allocation.

**Figure 4: Recommended Space Provision Strategy**



The following map illustrates the location of MPL's two existing facilities, as well as possible locations for both the proposed Sherwood and Boyne Libraries. Service radii of 1.5, 2.0, and 2.5 kilometres have been applied to the locations to show conceptual coverage, with the larger facilities having the wider radii due to their greater range of services. The map shows that the proposed Sherwood and Boyne facilities will lead to an effective distribution of library facilities in urban Milton. It should be noted that the Town's decision to move the Sherwood branch further north to its currently proposed location creates a small gap area along the Ontario Street corridor south of Derry Road; this gap is part of the reason for recommending a larger branch in the Boyne community.

**Figure 5: Current and Proposed Library Facility Distribution**

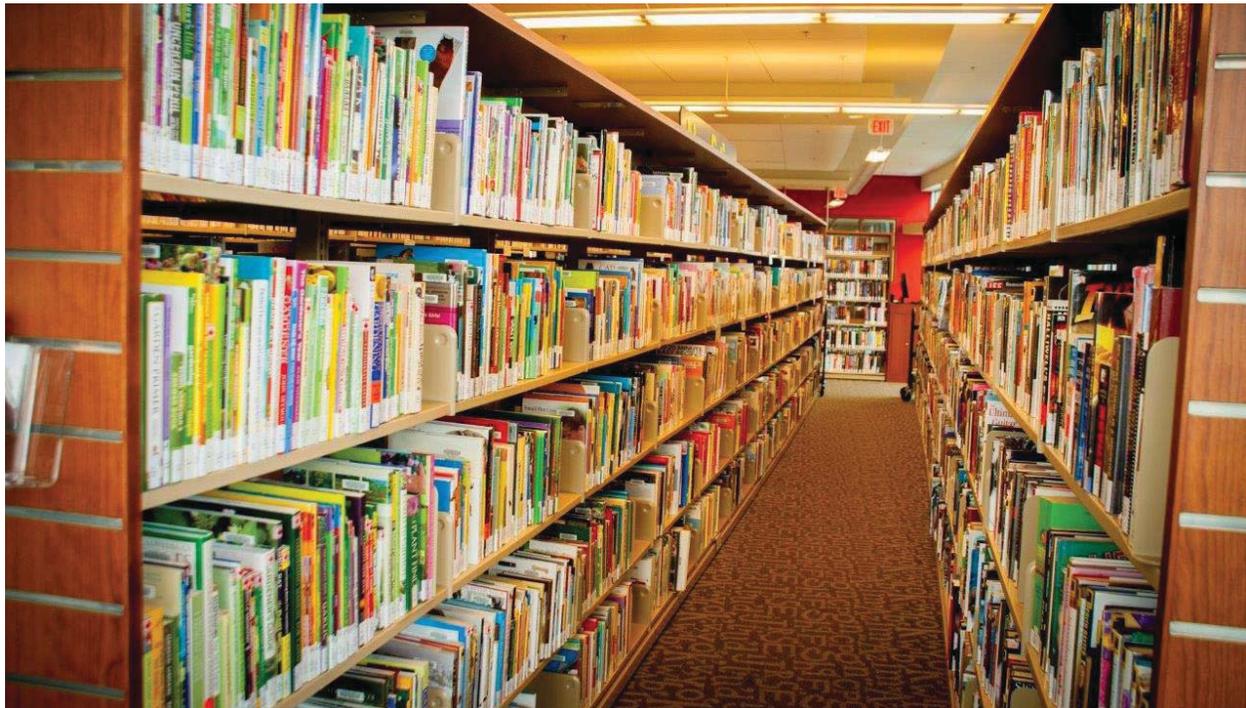


MPL's current facility model contains a Main Library (which houses core collections/resources and centralized services, and is intended to serve the entire Town) and a Neighbourhood Branch (Beauty Library, which serves a more localized portion of the Town and offers fewer hours and services), supplemented by rural library and homebound services. Future branch development should consider opportunities to expand this model to include Area Branches, which support several neighbourhoods and, thus, are larger and offer extended hours and services).

At 11,300 square feet, MPL's Beaty Branch is somewhat undersized to accommodate the full range of needs consistent with an Area Branch, although its location at the present edge of the built-up area has contributed to its lagging usage profile; branch performance should improve as additional growth occurs in this community. Future area branches should be designed on a larger floor plan; in high growth communities, many area branches are being built in the range of 15,000 square feet (e.g., Richmond Hill) to 20,000 square feet (e.g., Markham) to 35,000 square feet (e.g., Brampton).

The community consultation events found support for continued branch development, particularly in west Milton, and for including libraries within multi-purpose facilities. Despite being addressed through previous studies, library service to the downtown area was also requested (particularly for seniors living near the former main library). The re-establishment of traditional library service near the former Bruce Street location is not supported due to its proximity to the new Main Library. Longer-term options for alternative library service (e.g., express libraries) within areas of urban intensification may be considered based on a comprehensive assessment of needs, options, and costs. In order to address the needs associated with urban intensification, a re-examination of the Library's service delivery model is recommended.

Barrier-free accessibility requirements are also placing pressure on many library facilities, as more space is needed to accommodate accessible washrooms, shorter stacks, wider aisles, enhanced seating, etc. Furthermore, as the number of older adults increases, MPL will need to address their needs through building design that prioritizes similar features. Depending on the overall size of the facility, an additional 5% to 10% of floor space may be required to meet the Facility Accessibility Design Standards adopted by the Town.



## Objectives / Action Plans

### 1b. Continue implementation of the library facility development strategy.

6. The Library's next major capital project should be to develop a new branch in the Sherwood area, jointly with the proposed community centre. With a target of 2018 for opening, this library branch should be approximately 14,000 square feet in size, with opportunities to access shared space within the community centre.
7. Expansion of the Main Library is recommended in order to serve an ultimate build-out population of 228,000. The site can accommodate approximately an additional 15,000 square feet on two levels, which would increase the floor space to a total of 45,000 square feet, although a larger footprint would be preferred. Recommended timing of expansion is 2018 to 2020.
8. The Library should work with the Town to confirm the location for its third branch – a minimum of 17,000 square feet of library space will be required to serve future residents of the Boyne Survey. Timing of this project will be dependent upon residential growth in this community and is not currently anticipated until 2022 to 2024. The Library should seek to secure land in the short-term to ensure a proper location and potential co-location with other public uses, such as the proposed community centre and schools.
9. The Library should continue to work with the Town to monitor projected residential growth patterns to enable future planning, including long-term facility development and/or expansion in unserved portions of the community or future residential development beyond the current urban areas.

### 1c. Ensure that library facilities respond to changing needs and function as true community hubs.

10. Evaluate the use of space and collections at the Beaty Branch to respond to changing neighbourhood needs, with particular attention on the impacts that will result from growth in the teen population.
11. The Library should develop a facility model to address the needs associated with urban intensification, including innovations in the field such as kiosks and book vending machines that can be located throughout the Town, offering enhanced functionality for library users.
12. Through its future capital projects, the Library should continue to examine opportunities to improve the user experience and create true multi-use community hubs through the development of shared spaces with recreation, civic, educational, or appropriate private sector entities. LEED compliant, fully accessible, and updated designs should also continue to be sought. Designs should also embody the "library as place" concept, which values designs that are inspiring, flexible, and functional. Sufficient space must be provided for individual and group study, community gatherings, programs, merchandizing, age-specific collections, technology features, etc.

### 4.3 Access & Hours of Operation

Access to the Milton Public Library is provided through its physical branches, rural library service, and homebound service. In addition, the Library's website and its many resources are available to all residents with an internet connection; this includes an expanding collection of eBooks, eAudiobooks, eMusic, and eVideo. The Library's website and online tools are discussed in more detail under Goals 2 and 3.

Operating hours for library facilities are a common topic of interest within most communities. Changing lifestyle patterns are leading to demands for greater access and extended hours, while calls for fiscal restraint mean that libraries need to be cautious about extending hours beyond their ability to staff them. In response to these trends, some public libraries are staying open longer to serve students during exam times, while limiting staff only to those necessary for building security. This may be a consideration for Milton once Laurier University becomes established.

As a result of recommendations stemming from the 2008 Master Plan, along with the support of Council, MPL hours improved in both 2012 and 2013. In 2012, the hours at the Beaty Branch were extended to 9:00 p.m. on Tuesday, Wednesday, and Thursday; Monday daytime hours of operation were also initiated. In 2013, adjustments were approved at Council to extend hours at the Main Library through 9:30 a.m. openings Monday to Saturday. Despite these improvements, however, the Main Library hours (currently 57 to 61 hours per week) are still below comparable flagship facilities in other larger urban communities, which are often open around 70 hours per week to serve a varied base of users. The 2008 Master Plan was supportive of Monday openings at the Main Library and further recommended that the facility be open 67 to 70 hours per week by 2016.

There continues to be public interest in extending hours at the Main Library to include Sundays during the summer, as well as Friday evenings. In fact, a desire for extended hours was the leading request identified through the Community Input Event, focus groups, and Master Plan questionnaire. Through a top-of-mind question, 9% of respondents to the Town's 2013 Community Profile specifically identified "alternate hours of operation" as one way to improve library services. The Community Survey report recommended that the Library conduct a survey of library users to assess the need for modifications to hours of operation at library branches. As a result of this recommendation, MPL now surveys customers on a quarterly basis to help identify priorities; in October 2014, the top priorities for patrons were:

- Increased opening hours, particularly at the Main Library
- More programming space at the Main Library
- Another library to feed the growing population of Milton

The Town's growing population and varied needs strongly suggest that additional hours are required at the Main Library; a minimum target of 65 hours per week is recommended, subject to further study.

The Beaty Branch is open 47 hours per week, which is within the range typically seen in neighbourhood branches in similar communities. No changes are recommended; however, usage patterns should continue to be monitored and hours adjusted should demands change within this evolving area of the Town. Hours for future area branches, such as the proposed Sherwood Branch, should be open a minimum of 53 hours per week, with consideration to aligning hours to peak times with co-located uses such as community centres.

The Milton Public Library offers some rural and homebound services to enhance access for those who cannot readily access its physical branches. The rural library service uses the postal system to mail items selected by users through the Library's online catalogue (print materials only). Approximately 7% of the Town's residents live within rural areas and this proportion is declining as new growth is predominantly directed to Milton's urban areas; however, not all rural areas have reliable internet access, which is a requirement for this service. The location of the proposed Sherwood branch will improve accessibility to Milton's rural residents, particularly those living to the west and north.

Through the use of volunteers and caregivers, the Library's homebound service uses personalized selection profiles to select materials and deliver them to residents who cannot physically visit the Library due to age, illness, or disability. Trends across North America indicate that both the number of older adults and persons with disabilities are on the rise, suggesting the potential for greater demand for this service over time. A review of the Library's rural and homebound services is recommended to better understand needs, potential partners and operating models, and financial targets.

### **Objectives / Action Plans**

#### **1d. Enhance access to library facilities and services for all residents.**

13. Establish a minimum target of 65 open hours per week at the Main Library, with extended hours being the subject of a survey of library users (e.g., Friday evenings, Sundays during the summer, earlier in the morning, etc.).
14. To the degree possible, align operating hours of the future Sherwood Branch and community centre. Area branches should be open a minimum of 53 hours per week.
15. Review the Library's rural and homebound services to better understand needs, potential partners and operating models, and financial targets.

## 5. Goal 2: Ideas and Experiences

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To respond to Goal 2 (“To facilitate the creation of ideas and experiences for people of all ages and backgrounds”), this section contains an assessment of MPL’s technologies and programs.

### 5.1 Technology

This is a period of rapid technology innovation. Public libraries are constantly searching for the balance between traditional resources and new digital resources, which enable them to meet the needs of their users in new and exciting ways. However, adoption of new technologies has wide ranging impacts, from staffing to space to financial. As a result, most libraries choose not to be leading edge, but rather “change-ready”, a characteristic that allows them to implement proven technologies that are a good fit with their mandate and that integrate well with other services. Likewise, MPL should continue to monitor and assess opportunities to incorporate new digital tools and adaptive technologies being adopted by the industry.

The emergence and dominance of mobile technologies and personal devices introduces exciting opportunities to increase accessibility, convenience, and seamlessness for MPL and its users. Mobile applications, Web 2.0 technologies, creativity software, tablets, enhanced IT infrastructure, etc. all offer significant promise for the MPL to become more mobile-friendly and improve its customer service. Milton Public Library has benefited from sharing an Integrated Library System (ILS) with the Oakville and Halton Hills Public Libraries for many years. The partnership with Halton Hills Public Library is continuing through the implementation of a new system that will be launched in July 2015. A number of outcomes will be achieved through this, including many of these exciting new services.

With both of its facilities having been built within the past five years, Milton Public Library has been fortunate to be able to design its facilities and services with modern technologies in mind. Both MPL facilities have RFID and self-checkout, which accounts for approximately 55% of MPL’s circulation at present, freeing up staff for other functions. Visits to the Library’s website and use of online resources are also growing much faster than population growth, suggesting that there is considerable interest in convenience and 24/7 access. Additional self-serve options (e.g., printing) may also be considered.

The 2013 Community Survey found that 27% of library users have used the Library’s public computers / internet workstations within the past twelve months and that 23% have accessed the Library’s WiFi. MPL has nearly 60 public internet terminals between its two locations, which positions it well in comparison to other systems. The 2008 Library Master Plan recommended a target of 0.7 public internet workstations per 1,000 residents, increasing to 0.85/1,000 residents by 2016; MPL is currently providing these at 0.55/1000. However, patrons are increasingly accessing the internet wirelessly with their own devices, a trend that suggests that this target is outdated. In planning for its

future branches, MPL should provide space for a blend of personal and public workstations, with the latter generally being provided at or slightly below current standards (0.5 to 0.6 public workstations per 1,000 residents). Less affluent population groups will continue to look to the Library to provide desktop computer stations and printers. MPL should review alternative strategies for the provision of public computing and may consider piloting the lending of lending laptops or tablets as one possible way of containing the growth (or reducing the number) of computer workstations.

One of the latest trends is the addition of makerspaces within libraries. 3D printers, self-publishing centres, media stations, hackerspaces, fab labs, and discovery zones are all variants of makerspaces. Aimed at idea generation, creativity, learning, and digital literacy, makerspaces are made possible through the convergence of skills, technologies, and resources. Makerspaces can also provide opportunities for users to test new and changing technologies – a digital “petting zoo”. While these spaces are not exclusively used by youth, they have the added benefit of attracting young families and adults and will likely increase library use overall.

Makerspaces are transformative spaces, requiring new programs, new partnerships, a new image for the library, as well as new staff roles and competencies. These types of uses would be a logical fit within the library branches, including the Main Library given its central location and connection to the Centre for the Arts. MPL should monitor the implementation of makerspaces in other library systems and introduce a model that responds to local needs. MPL will be hosting its first Maker Faire in 2015 to showcase the Library’s tech resources, including a 3D printer, 3D pen, iMac, digital scanner, and green screen. The Faire will also be an opportunity for makers in the community to share their passion for content creation.



## Objectives / Action Plans

2a. Nourish productivity and creativity through the thoughtful adoption of interactive technologies and digital tools.

16. Provide space for a blend of personal and public workstations in all branches.

17. Review alternative strategies for the provision of public computing with the intent of being “change-ready”.

18. Given the transformative nature of makerspaces, monitor their application and progress within MPL and other libraries.

## 5.2 Programming

The Milton Public Library has a tradition of providing quality programming that enhances its collections and supports lifelong learning. Programs are essential to the Library – they animate Library resources and introduce people to what the Library has to offer.

Programming is a noted strength of the Milton Public Library – amongst the comparator group of libraries, MPL ranks first in program offerings and third in attendance on a per capita basis. MPL offers a wide variety of high quality programs for children, teens, adults, and the multi-cultural and business communities. Many programs are offered in cooperation with organizations such as the Region of Halton and Halton Multicultural Council. Programs are a key component of service provision for specific demographics and also help define the Library’s brand identity.

Given current demographic trends, devoting considerable resources to children’s and multi-cultural collections makes sense. Over time, the emphasis on teen collections should also be enhanced, as should programs and activities that promote social cohesion amongst Milton’s diverse communities. Trends also suggest growing interest in programs that support participatory and collaborative learning, technology training and digital literacy, workplace-readiness, civic literacy, inter-generational programming, and opportunities for skill development within our increasingly knowledge-based economy.

In 2014, the Library accommodated 39,461 program visits, with two-thirds of these occurring at the Main Library. 85% of the Library’s program attendance is comprised of pre-school and school-aged children, an age group that nearly doubled in size between 2006 and 2011. In the past year, total program attendance increased by 5%. A full range of learning-based programs for children should continue to be offered by MPL as it grows.

**Program Attendance Stats (2014)**

<b>Program Area</b>	<b>Main Library</b>	<b>Beaty Branch</b>	<b>Total</b>	<b>% of Total</b>
<b>Children's</b>	21,027	12,312	<b>33,339</b>	85%
<b>Teen</b>	1,267	401	<b>1,668</b>	4%
<b>Adult</b>	3,834	620	<b>4,454</b>	11%
<b>Total</b>	<b>26,128</b>	<b>13,333</b>	<b>39,461</b>	<b>100%</b>

Source: Milton Public Library, 2015

The Town's 2013 Community Survey found very good levels of satisfaction for all Library services, but did identify interest in expanded program offerings for selected populations. The Survey also found that suburban residents were more likely to request additional library programs and activities for children, perhaps reflective of the young families that have moved into newer areas of the Town. It is also interesting to note that when patrons were asked through the Master Plan questionnaire what the Library can do to make a difference in their life, more programs was the second leading response, just behind extended hours. The delivery of programs is clearly something that MPL does well, which has led to community interest in additional programming. As recommended in the 2008 Plan, continued tracking of trends and demographic shifts will assist the Library in developing short and long-term responses to changing program needs for varying library patron groups.

Public libraries typically have complete autonomy for program planning, involving municipalities on an ad hoc or semi-regular basis when coordination is required to properly align service delivery. In Milton, some concern has been expressed over possible duplication and cross-marketing of library and municipal program offerings, such as a Lego program for children and self-esteem activities for female youth. The scope of programming offered by the Milton Public Library is generally consistent with that provided by most medium-sized public library systems; however, in a community the size of Milton, there are bound to be occasional similarities between programs offered by different providers. It is anticipated that both the Milton Public Library and Community Services Department will continue to directly deliver programming to area residents, consistent with their respective mandates.

With the Town now fully involved in direct arts and cultural programming through the Milton Centre of the Arts – an area that traditionally has had crossover with the Library and its role as a centre for life-long learning – there is a growing need for improved communication regarding program offerings and promotion. To properly align resources and maximize participation, there is a need to clarify the mandates, priorities, and respective program offerings of the Library and Community Services Department. This requires meaningful coordination and a clear determination of program scope for both parties. Further, the matter of program pricing relative to cost recovery targets requires additional discussion between the Town and Library. Effective service delivery will require the Library to maintain a strong working relationship with the Community Services Department in order to maximize participation, enhance cross-promotion of programs, make efficient use of public spaces, and collaborate on community-driven priorities.

As the Town and Library work toward planning a combined community centre and library in the Sherwood community, an acceptable joint programming model should be developed for this location. Opportunities for the Library to make better use of program space at the Milton Centre for the Arts may also be examined.

### **Objectives / Action Plans**

#### **2c. Offer programs that build on the Library's strengths and activate its vision.**

19. Continue to deliver learning-based programming to support community needs and to highlight collection resources, with a focus on programming for children, teens, seniors, newcomers, and the business community.

20. Review and update the Library's programming strategy. Continue to tailor branch library programming to neighbourhood demographics and evaluate outcome models to test success of programming.

#### **2d. Coordinate programming with other providers to maximize resources and community participation.**

21. Work with the Community Services Department to establish and/or agree upon:

- the mandate of each party relative to programming and service delivery;
- shared principles;
- areas of existing or potential program duplication;
- methods to ensure service alignment;
- service areas where common policies and procedures are advisable (e.g., user fees, facility allocation and scheduling, revenue generation, cost recovery, etc.); and
- a program model for Sherwood Community Centre & Library.

22. Consider program development in conjunction with non-municipal partners, such as the business, health, and education sectors.

23. Enhance partnerships, outreach, and program opportunities for vulnerable populations within Milton, such as newcomers, low income residents, at-risk individuals, and families.

## 6. Goal 3: Community Connections and Collaboration

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To respond to Goal 3 (“To connect the community and encourage collaboration”), this section contains an assessment of MPL’s communications/marketing and collaboration/partnerships.

### 6.1 Communications & Marketing

MPL is a forward thinking library that has recognized the importance of marketing by hiring a part-time Marketing and Communications Coordinator. The Library already does a good job of promoting programs and using social media (e.g., Facebook, Flickr, Twitter) and has completed a brand improvement initiative within the past few years. In 2013, MPL developed a Marketing and Communications Plan (which is updated annually) to provide guidelines for all internal and external communication with key stakeholders; this document is currently being refined for enhanced community engagement.

The Town’s 2013 Community Survey indicated that the Library’s website is a popular medium for accessing information about MPL events, services, collections, and programs. Usage of online service points has experienced tremendous growth, with over 370,000 visits to MPL’s website in 2014. Despite this success, it is important to note that the ways that residents access their information are quite varied. The preferred mode of communications for Municipal and Public Library communications was the Canadian Champion Newspaper, followed by (in order from most to least preferred) E-newsletters / blasts, websites, and via social media. The lack of a daily newspaper was frequently mentioned as a constraint to getting word out, although interest in print media is quickly giving way to digital media, particularly amongst younger generations.

There is room for the Library to do more in terms of community engagement and partnerships, outreach, and marketing. Through the implementation of its Marketing and Communications Plan, MPL must continue to enhance the public perception and reputation of the Library to ensure that residents and the local business community view it as an essential contributor to their lives and community. 54% of Milton residents are library cardholders and the goal should be to increase this year over year.

The Library must also continue to enhance communication with all residents. The Town’s 2013 Community Profile recommended that the Library develop communications strategies that stress marketing of available programs and services, as well as two-way dissemination and collection of information between the organizations and the citizens of Milton. It was suggested that communication strategies may differ based on area (e.g., rural, urban, suburban) and demographics (e.g., language, age, vulnerable populations, etc.). Miltonians access information in a variety of different ways and there is a need to identify the preferred medium for each market.

## Objectives / Action Plans

3a. Strengthen awareness and participation through effective communications and marketing.

24. Review the MPL Marketing & Communications Strategic Plan on a yearly basis (as noted in the plan) to reflect new opportunities and challenges.
25. Continue to gather the opinions and viewpoints of patrons and the broader library community through satisfaction surveys and trend tracking (in particular metrics that demonstrate a change in community perceptions and behaviours from a marketing/communications perspective).
26. Undertake an ongoing website content review and development strategy with the goal of representing all MPL services to the community and enhancing online functionality.
27. Develop a crisis and emergency communications plan as an adjunct to the Marketing and Communication Strategic Plan.
28. Continue to use media relations – both publicity and advertising – to promote MPL communications (achievements, events/activities, and key messages).
29. Continue to foster two-way, open, accurate, and timely communication among staff, as well as key partners such as the Town and broader library community.
30. Facilitate and support communication/marketing initiatives and partnerships in collaboration with the Town and other partners (including HALINET, outreach and co-marketing of community events, etc.).
31. Continue to engage the community through social media efforts and keep informed of current and future social media trends.
32. Continue to guide the ongoing implementation of the Library's re-branding strategy (including use of the MPL logo, look and feel, and "Be Inspired" tagline).
33. Investigate the feasibility of providing some MPL communications in multiple languages and formats, with consideration to demand, costs, and partnership opportunities.

## 6.2 Collaboration & Partnerships

Public libraries are vital to community building. At their core, they are civic integrators that connect communities, facilitate partnerships, and welcome users of all ages and backgrounds. In a community like Milton, the Library has an especially important role to play in creating social connections amongst both long-time residents and newcomers to the Town, including vulnerable populations (as highlighted in the Community Profile). MPL understands the need for collaboration in activating its mandate and recognizes that creative relationships are increasingly important to delivering quality and fiscally responsible services to taxpayers.

Partnerships are an integral element of MPL's short and long-term planning. For example, in order to best meet community demand and benefit from economies of scale, there is potential to work with the Town on joint facility planning and service delivery (e.g., proposed Sherwood Community Centre & Library). Future partnerships for the joint delivery of space may involve co-location with the Town, schools, and other organizations, but partnerships for service and program delivery are equally important. MPL already benefits from a number of partnerships of this type. In fact, the Library has established partnerships with nearly forty different organizations, including collaborations with the Region of Halton, HALINET, Halton Multicultural Council, United Way of Milton, Milton Chamber of Commerce, Halton Region Small Business Centre, Milton Transit, Halton Catholic District School Board, and many more. Also, as part of "Information Milton", MPL is responsible for maintaining and updating an online database of community, social, health, recreation, and government services available to local and regional residents.

Mounting fiscal pressures are also causing libraries to look for strategic partners that can help them fully deliver on their mandates. This is in the context of the Economic Impact Study prepared by MPL (based on the methodology established by the Martin Prosperity Institute at the Rotman School of Management in Toronto), which found that for each \$1 invested in MPL, there is a \$5.67 return on investment to the taxpayer. MPL should continue to pursue partnerships with community groups and organizations where there is a logical and needed fit with the Library's goals and directions. Innovative ways to measure the impact and benefit of these community partnerships and collaborations are needed.

The community has expressed interest in partnerships between the Library, post-secondary institutions, and the cultural sector (e.g., courses/seminars, mentoring opportunities, etc.). The Main Library's co-location with the Milton Centre for the Arts, along with the Library's emphasis on lifelong learning and creativity, provides the impetus for collaboration relative to this sector. With the eventual development of a Laurier University campus in the Town, there is also natural interest in expanding library relationships with the post-secondary education sector. Although the timing of the Milton Education Village is not currently known, it is likely outside the three to five year horizon of this Master Plan.

Lastly, should MPL embark on creating a makerspace component within the expanded Main Library as recommended, collaborative programming partnerships should be considered with volunteer experts, technology companies, and educational and other community partners. Staff will continue to plan and may lead some programs, but they will also need to tap into the expertise of community partners of all types.

### Objectives / Action Plans

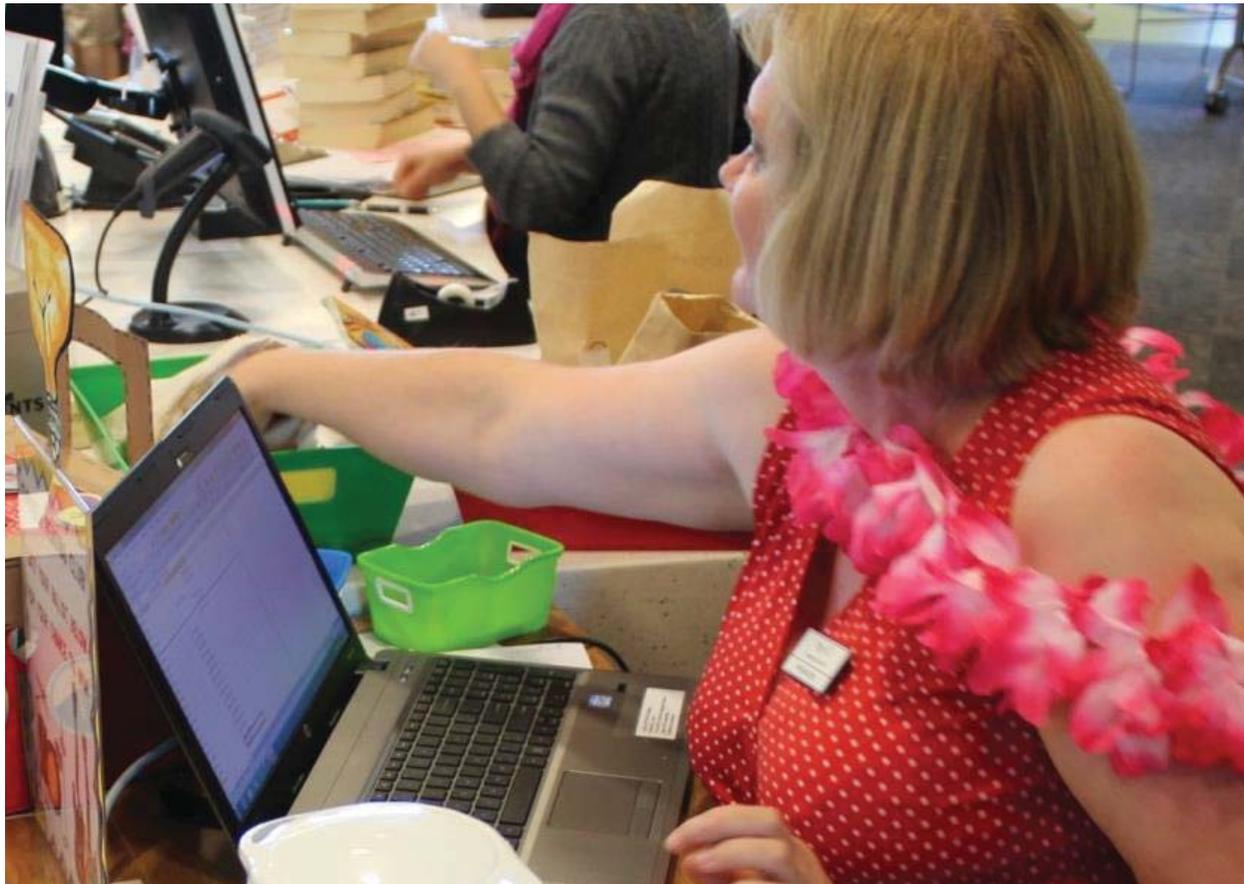
3b. Explore partnerships that enhance public benefits and maximize resources.

34. Maintain existing partnerships, while seeking out new partnership opportunities that support MPL goals and those of partner agencies on an ongoing basis.

35. Establish and test metrics to quantify the impact and benefit / return on investment of community partnerships and collaborations involving the Milton Public Library.

3c. Engage the community in all that the Library does.

36. Seek opportunities to connect and engage residents in different places and contexts; this may require the expansion of outreach activities and the pursuit of non-traditional partners.



## 7. Goal 4: Outstanding Library Service Delivery

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To respond to Goal 4 (“To deliver outstanding library service to the community”), this section contains an assessment of MPL’s staffing, advocacy/governance, and funding. A process for monitoring and updating the Plan is also examined.

### 7.1 Staffing

MPL is known for its high quality customer service, with 92% of Community Survey respondents expressing their satisfaction. However, the Town’s rapid growth has placed considerable pressure on Library staff to not only keep pace with growing needs, but also to expand and enhance services that are commonplace within an increasingly sophisticated library system.

Technology is creating new staff roles and altering others. Automation and self-serve technologies are freeing up staff for other duties. Any review of staffing needs should examine the potential for technology to enable staff and contain future costs. For example, the rapid progression of technologies (e.g., tablets) is allowing libraries to remove their reference desks (or combining them with circulation desks) in favour of roving staff, which is a more proactive approach to customer assistance.

Staff must also have the skills and training to confidently respond to customer requests for information and technical assistance. Training (and re-training) is critical as technologies change and user assistance becomes more complex. Quality service is the Library’s competitive advantage over other sources of information and must be MPL’s ultimate priority.

The Library’s staff structure should be reviewed to determine its readiness to adapt to changing information technologies and user expectations. There is also a need to re-examine the organizational structure in light of MPL’s expanding multi-branch system. Additional staff will be needed to keep pace with the Town’s growth, with new positions added to fill emerging gaps and operate new branches. The Library’s staffing levels (0.45 FTE per 1,000 residents) are comparable to the average of the benchmarked systems, but below the target recommended in the 2008 Master Plan (0.6 FTE per 1,000 residents).

The Milton Public Library will be initiating a thorough Human Resources Review in 2015 to identify staff skill sets associated with the changing face of public libraries. The Review will also consider opportunities to refresh the reference model and enable staff to improve connections with the community, as recommended earlier in this Plan. In addition, gaps in staffing have been noted through the internal consultation phase, with management and IT being two specific areas requiring examination. Staff retention and succession planning must also be addressed.

Further, a working environment supportive of innovation will require a more specialized workforce, innovative thinkers, and risk-takers. Libraries are increasingly hiring

employees with varied educations and backgrounds in addition to library skills in fields such as information technology, marketing, business systems, social work, etc. Some libraries are also having success engaging newcomers and vulnerable populations through a community-based librarianship model; however, MPL's current staffing levels are not sufficient to support such an approach in Milton at the present time.

## Objectives / Action Plans

### 4a. Cultivate a progressive and customer-focused staff team.

37. Given the rapid pace of change, continued staff development, training, and team building should continue to be a priority, with a focus on new technologies, leadership, customer service, collection maintenance, and new ILS implementation.
38. Complete the Human Resources Review (to be initiated in 2015), ensuring that it aligns to the strategies presented in this Master Plan. Special consideration should be given to staff skill sets (modern competencies), specialty positions, information technology needs and opportunities, roving reference and user-centred services, community partnerships, staffing for future branches, and succession planning.
39. Consider options for a new staffing model at shared facilities (e.g., common customer service desk), such as the proposed Sherwood Community Centre & Library.
40. Develop competencies for each role in the Library.
41. Establish an updated Performance, Planning, and Review procedure based on a competency model.
42. Evaluate and make improvements to system-wide administrative processes, such as records management (note: a multi-year Records Management process has recently been initiated).



## 7.2 Advocacy & Governance

Library Boards are independent governing boards responsible for overseeing planning, setting priorities, approving policy, providing financial oversight, and generating community support, among other functions. The prior Milton Public Library Board accomplished many tasks, including overseeing the development of the new Main Library and several internal policies and procedures. For example, in 2007, the Milton Public Library Board developed a self-evaluation tool to be used in an annual assessment of the work of the Board. The evaluation process consists of Board members individually completing the tool prior to discussion at a subsequent Board meeting. In 2009, an electronic format was developed to automate the Board Self-Evaluation process. The evaluation questions were formatted in a spreadsheet for distribution to the Board members. The tool has proven to engender good discussion about the operation of the Board. Since it has proven to be thought-provoking it has now been formalized in Board Policy.

The Town modified the composition of the Library Board in early 2015 by increasing the number of Councillors from two to three and reducing the number of citizen appointees from seven to six. Strong leadership and effective governance are the cornerstones of any successful organization and it is important that the Library Board understands its roles and has the management tools and practices to properly execute its responsibilities. The Library Board's orientation materials, policy manual, and related materials should be reviewed and updated on a regular basis.

The Library Board also has a strong role in advocating for the MPL. This can be achieved by ensuring that library functions are well understood and are positioned as essential community services. Close and collaborative working relationships are also required with the Town and community partners. The Town is the Library's principal source of funding and the Library has the potential to contribute to several important shared service objectives. The formation of a community-based "Friends of the Library" group may also assist with various projects and initiatives, such as fundraising. Successful advocacy requires a planned long-term approach to develop support and it is recommended that the Library continue to implement its multi-faceted Advocacy Plan to provide guidance in this area. MPL has many compelling success stories that need to be told. The Library's contribution to the community is impressive, but requires the continued support and participation of many.

## Objectives / Action Plans

4b. Promote the enduring values of the Milton Public Library through proactive and dynamic leadership.

43. Create a “Friends of the Library” group to assist with fundraising projects and related initiatives.

44. Continue to review and update the Library Board orientation materials, policy manual, and related materials (e.g., Board self-evaluation, Board education process, etc.) on a regular basis.

## 7.3 Funding

Like all public libraries today, the Milton Public Library is heavily dependent upon its local municipality for annual funding. In 2014, MPL received approximately \$4 million from the Town, an amount that represented 94% of all Library revenues. Provincial public library operating grants have been fixed since the mid 1990s. At the time, the amounts were generally based on current population size, with no provision established for rapidly growing municipalities like Milton. Inequities exist today, where library systems that have experienced extensive growth receive far less provincial funding than many comparably-sized library systems. The Milton Public Library Board and staff have continued to be engaged in lobbying efforts to try and effect change.

In Milton, growth-related capital funding is provided largely through Development Charges and planned via multi-year capital projections.

Free and equitable access is the foundation of public libraries and is often an integral part of library mission statements. As per the Public Libraries Act, libraries cannot charge for admission, use of materials, borrowing, or information services. At the discretion of the Board, fees may be charged for additional services, such as overdue materials, non-resident library use, certain administrative services, room rentals, program materials, and performance fees. As a result, cost recovery philosophies being employed by many municipal departments are not easily applied to libraries.

There is considerable interest in maintaining a fiscally responsible budget, although several factors place upward pressure on library budgets including higher material costs, new technologies, rising overhead, collective agreements, specialized staffing requirements, increased patron expectations, and the gradual reduction in fine revenue. Over the past few years, MPL’s budget has expanded to reflect the expansion of the MPL system to include Beaty Branch, the expanded and relocated Main Library, and the growth of digital collections.

On a per capita basis, Milton Public Library provides very comparable value for the dollar to other library systems (support costs only about 10 cents per resident per day, the same figure reported in 1997) and the economic spin-off is considerable. As identified in the Library’s recent Economic Impact Study, it is estimated that for every

dollar invested in the Milton Public Library, local residents receive \$5.67 in direct and indirect benefits. Further, for those who use MPL services, it is estimated that the total direct benefit is nearly \$600 per library member. These figures indicate a very strong return on investment for library service.

With the Library's annual expenditures now exceeding \$4 million, revenue generating opportunities to substantially offset operating costs simply do not exist. However, several small-scale revenue generating ideas were suggested as part of the planning process (e.g., café, room rentals, advertising, etc.), as were opportunities to seek corporate sponsorships, donations, and leveraging of shared resources (such as through buying consortiums). MPL examines opportunities as they arise and should continue to do so in the design of new facilities, programs, and services, as well as through the continued leveraging of resource-sharing partnerships

### **Objectives / Action Plans**

4c. Maintain fiscal accountability through the responsible use of funding and pursuit of proven revenue streams.

45. Advocate for the Library by making the best use of resources and demonstrating the value and outcomes of this investment.

46. Continue to pursue opportunities to increase non-municipal revenue streams.

47. Pursue large and small group room rental opportunities as part of current and future library facility development/expansion projects.



## 7.4 Monitoring the Master Plan

Given the pace of change in the community and public library sector, there is a need to regularly monitor and track the progress of Master Plan implementation and its effectiveness in meeting the needs of Miltonians. The Milton Public Library should regularly review and assess, and periodically revise the recommendations of the 2015 Library Master Plan in order to ensure that they remain reflective of local conditions and responsive to changing needs. This will require monitoring of usage patterns, tracking user satisfaction, identification of new outcome-based measures to define library impact, ongoing dialogue with community partners, annual reporting on implementation and short-term work plans, and undertaking a detailed five-year update to the Plan. Through these mechanisms – or as a result of other internal or external factors – adjustment of resource allocations and priorities identified in this Plan may be required.

Several actions within this Master Plan have referred to the use of outcome-based metrics that focus on how the Library activates its vision of inspiring through discovery, collaboration, and creating. For many years, libraries have relied upon traditional output measures (e.g., circulation, visits, programs, etc.) to quantify service levels and plan for the future. While these metrics still have a place, in times of fiscal restraint in particular, there is a growing need for libraries to demonstrate their value not only to individuals but also to society in general, in essence answering the question of “why libraries matter”. As a result, many public libraries are currently in the process of developing outcome-based performance measures that strive to better communicate their impact on users and value within the community.

Outcome-based evaluation is a user-centered approach that considers impacts on behaviors, attitudes, knowledge, skills, condition, etc. From leading research sources, possible examples may include:

- improved literacy levels and/or school grades
- making social connections / meeting new people
- learning new things
- economic-based outcomes, such as direct/indirect benefits
- reading more often
- activating people to be more involved in the democratic process

Another example is the Vaughan Public Libraries, which have implemented new measures that capture inputs, outputs, and outcomes; examples include (note: each measure has a number of more detailed sub-components):

- library uses per full-time equivalent (FTE) staff
- citizens engaged and participated in community led planning per FTE
- enhanced early literacy development

- educated and provided access to customers on the transformational power of technology
- increased the role of the library as a vibrant community hub

Demonstrating the value of outcomes is a difficult task and one that is still in its infancy within the library sector. Additional examples from leading library systems can be expected in the coming years. In developing its own measures, MPL should consider the perspectives of its stakeholders and identify metrics that are compelling within the local context.

An annual review of the Plan requires a commitment from all individuals involved in the delivery of public library services, including staff, Library Board members, and Town Council. An appropriate time for reviewing the Plan is prior to the annual budget process. The following steps may be used to conduct an annual review of the Plan:

- conduct a review of the past year (e.g., action plans implemented, capital projects undertaken, success/failure of new and existing initiatives, changes in usage levels, etc.); test the success of the Master Plan goals and action plans;
- identify issues anticipated to impact the coming year (e.g., anticipated financial and operational constraints, political pressures, etc.);
- summarize Master Plan action plans to be pursued in the short-term;
- assist the Library Board in the prioritization of short-term projects, with consideration given to factors such as financial resources, community input, partnership/funding potential, etc.;
- pursue budget requests/revisions as necessary; and
- enhance awareness about the status of recent projects and future priority projects amongst staff, key partners, and the general public.

## **Objectives / Action Plans**

### **4d. Actively monitor the Master Plan's progress and measure its outcomes.**

48. Identify and implement meaningful outcome-based metrics that move beyond the traditional input/output measures by focusing on how the Library activates its vision of inspiring through discovery, collaboration, and creating.
49. Continue to implement the current system for the regular implementation, monitoring, and review of the Master Plan.
50. Undertake a complete review and update of the Master Plan in three to five years' time (2019 to 2021).

## 8. Implementation

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Throughout the body of this Master Plan, objectives and action plans have been identified at the end of each subsection or topic area. By approving this Plan, the Library is not bound to implementing every action plan; rather, this Plan provides guidance on a variety of priorities and sets a general course for meeting the needs as they are presently defined. It is expected that the Library Board and Town will make decisions on individual projects and funding sources annually through the operating and capital budget process.

The timing of the projects proposed in this Master Plan recognizes the need for phased implementation as some action plans are based upon what is needed and not necessarily what is financially achievable at the present time. As such, the timing proposed for some action plans may not align with funding capacities as time goes by. As part of the annual budget process, this Plan will be reviewed to identify areas where the availability of resources may affect the timing of implementation.

Determining priorities is an exercise that should be revisited each year prior to the Library's capital and operating budget development exercise. In addition to funding availability, factors that might change priorities year to year may include:

- capital lifecycle and considerations of safety;
- legislation and mandated requirements;
- changes to service standards;
- public input and community interests;
- emerging trends and changes in usage;
- participation of partners; and
- socio-demographic changes and growth forecasts.

One of the key drivers of this Master Plan is to provide scope, direction, and planning to make the best use of MPL resources in the short, medium, and long term. Although the Milton Public Library and Town of Milton may be challenged in providing the appropriate financial resources to meet the Master Plan's recommendations, there is an obligation to make every reasonable effort to implement these strategies through appropriate and acceptable means. Full implementation of this Plan will require the use of development charges, grants, alternative funding sources, and the establishment of various partnerships and collaborations with community organizations, schools, agencies, and other partners.

## Priority

Within the tables that follow, the priority of action plans are organized into the following categories:

High Priority: Initiatives that are vital to maintaining core resources and services to core markets, as well as responding to growth. Critical to achieving the Library's vision and/or mission.

Medium Priority: Initiatives that enhance and/or improve existing resources, services, or activities. Directly linked to achieving the Library's vision and/or mission.

Lower Priority: Initiatives with merit that suggest a new service direction. Not to be undertaken at the expense of current resources or services. Directly linked to achieving the Library's vision and/or mission.

Note: Attention to medium and lower priority recommendations is required when high priority actions have been initiated/completed or when suitable partners have been identified for funding.

## Timing

The Master Plan recognizes the need for a phased implementation of the action plans. Timing has been divided into the following timeframes:

Short-term: 2015 to 2016

Medium-term: 2017 to 2018

Long-term: 2019 and beyond

Ongoing: 2015 to 2018 and beyond

## Alignment with Destiny Milton 2

The alignment between each action plan and the goals of Destiny Milton 2 is also identified in the following implementation tables (note: Destiny Milton 3 is underway but is not complete at the time of writing). Destiny Milton 2 contains the following goals, each of which has corresponding directions and initiatives that provide greater detail:

1. A responsible, cost effective, and accountable local government;
2. Well managed growth, well planned spaces;
3. A safe, livable, and healthy community;
4. A robust, diverse, and sustainable economy;
5. A thriving natural environment.

## Implementation Plan

### Goal #1: To expand our physical resources to respond to the needs of the evolving community.

#### Objective 1a (Collections): Review and update the Collection Strategy to respond to emerging trends and needs.

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
1. Continue to track loans of eBooks and other digital resources, as well as funding patterns of other leading libraries, in order to establish spending targets for electronic formats.	1	Ongoing	Medium	Library consortia; municipal funding; MPL statistics
2. Continue to target a collection size of 3.0 items per capita.	2	Long	Medium	n/a
3. To respond to growing demands, the Library's annual materials budget should be used to fund in-demand resources including (but not limited to): <ul style="list-style-type: none"> <li>expanded multilingual collections</li> <li>new formats, such as eBooks and streaming video and audio</li> <li>large print formats to serve an aging population</li> <li>popular materials in multiple formats (print, digital, audio/video, etc.)</li> <li>lifelong learning resources</li> </ul>	1,2	Ongoing	High	Town of Milton; MPL and community statistics; Census data
4. Develop a collections plan for the Sherwood Branch and future libraries.	2	Short	High	n/a
5. Utilise evidence-based data from the Library's collectionHQ software and the new ILS that tracks and effectively analyzes collection usage to assess relevance to the community.	1,2	Ongoing	Medium to High	In process with Halinet; Halton Hills Public Library

**Objective 1b (Facilities): Continue implementation of the library facility development strategy.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
<p>6. The Library’s next major capital project should be to develop a new branch in the Sherwood area, jointly with the proposed community centre. With a target of 2018 for opening, this library branch should be approximately 14,000 square feet in size, with opportunities to access shared space within the community centre.</p>	2	Short	High	Town of Milton; outside consultant; Development Charges and Municipal funding
<p>7. Expansion of the Main Library is recommended in order to serve an ultimate build-out population of 228,000. The site can accommodate approximately an additional 15,000 square feet on two levels, which would increase the floor space to a total of 45,000 square feet, although a larger footprint would be preferred. Recommended timing of expansion is 2018 to 2020.</p>	2	Medium	High	Town of Milton; outside consultant; Development Charges and Municipal funding
<p>8. The Library should work with the Town to confirm the location for its third branch – a minimum of 17,000 square feet of library space will be required to serve future residents of the Boyne Survey. Timing of this project will be dependent upon residential growth in this community and is not currently anticipated until 2022 to 2024. The Library should seek to secure land in the short-term to ensure a proper location and potential co-location with other public uses, such as the proposed community centre and schools.</p>	2	Short to Long	High	Town of Milton; outside consultant; Development Charges and Municipal funding

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
9. The Library should continue to work with the Town to monitor projected residential growth patterns to enable future planning, including long-term facility development and/or expansion in unserved portions of the community or future residential development beyond the current urban areas.	2	Ongoing	High	Town of Milton; outside consultant; Development Charges and Municipal funding

**Objective 1c (Facilities): Ensure that library facilities respond to changing needs and function as true community hubs.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
10. Evaluate the use of space and collections at the Beaty Branch to respond to changing neighbourhood needs, with particular attention on the impacts that will result from growth in the teen population.	1,2	Ongoing	Medium	Town of Milton; MPL and community statistics; Census data
11. The Library should develop a facility model to address the needs associated with urban intensification, including innovations in the field such as kiosks and book vending machines that can be located throughout the Town, offering enhanced functionality for library users.	2	Medium	High	Town of Milton; outside consultants

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
<p>12. Through its future capital projects, the Library should continue to examine opportunities to improve the user experience and create true multi-use community hubs through the development of shared spaces with recreation, civic, educational, or appropriate private sector entities. LEED compliant, fully accessible, and updated designs should also continue to be sought. Designs should also embody the “library as place” concept, which values designs that are inspiring, flexible, and functional. Sufficient space must be provided for individual and group study, community gatherings, merchandizing, programs, age-specific collections, technology features, etc.</p>	2	Ongoing	High	Town of Milton; outside consultants; Library best practice research (OLA, CLA, ALA, CILIP)



**Objective 1d (Access & Hours of Operation): Enhance access to library facilities and services for all residents.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
13. Establish a minimum target of 65 open hours per week at the Main Library, with extended hours being the subject of a survey of library users (e.g., Friday evenings, Sundays during the summer, earlier in the morning, etc.).	1,3	Medium to Long	Medium	Municipal funding
14. To the degree possible, align operating hours of the future Sherwood Branch and community centre. Area branches should be open a minimum of 53 hours per week.	1,3	Medium	Medium	Town of Milton; municipal funding
15. Review the Library's rural and homebound services to better understand needs, potential partners and operating models, and financial targets.	1,3	Ongoing	High	Town of Milton; outside consultants; MPL statistics

**Goal #2: To facilitate the creation of ideas and experiences for people of all ages and backgrounds.**

**Objective 2a (Technology): Nourish productivity and creativity through the thoughtful adoption of interactive technologies and digital tools.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
16. Provide space for a blend of personal and public workstations in future branches.	2	Ongoing	Medium to High	n/a
17. Review alternative strategies for the provision of public computing with the intent of being "change-ready".	1,3	Short	Medium	n/a

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
18. Given the transformative nature of makerspaces, monitor their application and progress within MPL and other libraries.	3	Short to Medium	Medium to Low	n/a

**Objective 2b (Programming): Offer programs that build on the Library's strengths and activate its vision.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
19. Continue to deliver learning-based programming to support community needs and to highlight collection resources, with a focus on programming for children, teens, seniors, newcomers, and the business community.	3	Ongoing	High	n/a
20. Review and update the Library's programming strategy. Continue to tailor branch library programming to neighbourhood demographics and evaluate outcome models to test success of programming.	3	Ongoing	High	In process

**Objective 2c (Programming): Coordinate programming with other providers to maximize resources and community participation.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
21. Work with the Community Services Department to establish and/or agree upon: <ul style="list-style-type: none"> <li>the mandate of each party relative to programming and service delivery;</li> <li>shared principles;</li> <li>areas of existing or potential program duplication;</li> <li>methods to ensure service alignment;</li> </ul>	1	Short	Medium	Town of Milton

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
<ul style="list-style-type: none"> <li>service areas where common policies and procedures are advisable (e.g., user fees, facility allocation and scheduling, revenue generation, cost recovery, etc.); and</li> <li>a program model for Sherwood Community Centre &amp; Library.</li> </ul>				
22. Consider program development in conjunction with non-municipal partners, such as the business, health, and education sectors.	1,3	Medium	Medium	External partners
23. Enhance partnerships, outreach, and program opportunities for vulnerable populations within Milton, such as newcomers, low income residents, at-risk individuals, and families.	3	Ongoing	Medium to High	Town of Milton; external partners

### **Goal #3: To connect the community and encourage collaboration.**

**Objective 3a (Communications & Marketing): Strengthen awareness and participation through effective communications and marketing.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
24. Review the MPL Marketing & Communications Strategic Plan on a yearly basis (as noted in the plan) to reflect new opportunities and challenges.	1	Ongoing	Medium	n/a
25. Continue to gather the opinions and viewpoints of patrons and the broader library community through satisfaction surveys and trend tracking (in particular metrics that demonstrate a change in community perceptions and behaviours from a marketing/communications perspective).	1	Short	Medium	Town of Milton; MPL statistics; Patron feedback and community consultation

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
26. Undertake an ongoing website content review and development strategy with the goal of representing all MPL services to the community and enhancing online functionality.	1	Short	Medium	Town of Milton; MPL statistics; Patron feedback and community consultation
27. Develop a crisis and emergency communications plan as an adjunct to the Marketing and Communication Strategic Plan.	1	Short	Medium	n/a
28. Continue to use media relations – both publicity and advertising – to promote MPL communications (achievements, events/activities, and key messages).	1	Ongoing	Medium	Media partners
29. Continue to foster two-way, open, accurate, and timely communication among staff, as well as key partners such as the Town and broader library community.	1	Ongoing	Medium	Media partners; Library network; Town of Milton
30. Facilitate and support communication/marketing initiatives and partnerships in collaboration with the Town and other partners (including HALINET, outreach and co-marketing of community events, etc.).	1	Short	Medium	Media partners; Library network
31. Continue to engage the community through social media efforts and keep informed of current and future social media trends.	1	Ongoing	Medium	Media partners; Library network
32. Continue to guide the ongoing implementation of the Library's re-branding strategy (including use of the MPL logo, look and feel, and "Be Inspired" tagline).	1	Ongoing	Medium	Media partners; Library network

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
33. Investigate the feasibility of providing some MPL communications in multiple languages and formats, with consideration to demand, costs, and partnership opportunities.	1	Medium	Medium	Media partners; Library network

**Objective 3b (Collaboration & Partnerships): Explore partnerships that enhance public benefits and maximize resources.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
34. Maintain existing partnerships, while seeking out new partnership opportunities that support MPL goals and those of partner agencies on an ongoing basis.	1,3	Ongoing	Medium	External partners
35. Establish and test metrics to quantify the impact and benefit / return on investment of community partnerships and collaborations involving the Milton Public Library.	1	Ongoing	Medium to High	Economic Impact Study to be reviewed and updated every three years

**Objective 3c (Collaboration & Partnerships): Engage the community in all that the Library does.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
36. Seek opportunities to connect and engage residents in different places and contexts; this may require the expansion of outreach activities and the pursuit of non-traditional partners.	1,3,4	Ongoing	Medium	Town of Milton; MPL statistics; Patron feedback and community consultation

## Goal #4: To deliver outstanding library service to the community.

### Objective 4a (Staffing): Cultivate a progressive and customer-focused staff team.

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
37. Given the rapid pace of change, continued staff development, training, and team building should continue to be a priority, with a focus on new technologies, leadership, customer service, collection maintenance, and new ILS implementation.	1,4	Ongoing	High	n/a
38. Complete the Human Resources Review (to be initiated in 2015), ensuring that it aligns to the strategies presented in this Master Plan. Special consideration should be given to staff skill sets (modern competencies), specialty positions, information technology needs and opportunities, roving reference and user-centred services, community partnerships, staffing for future branches, and succession planning.	1,4	Short	High	To be complete by end of 2015
39. Consider options for a new staffing model at shared facilities (e.g., common customer service desk), such as the proposed Sherwood Community Centre & Library.	1,4	Short	High	Town of Milton
40. Develop competencies for each role in the Library.	1,4	Ongoing	Medium	To be complete by end of 2015
41. Establish an updated Performance, Planning, and Review procedure based on a competency model.	1	Ongoing	High	To be complete by end of 2015
42. Evaluate and make improvements to system-wide administrative processes, such as records management (note: a multi-year Records Management process has recently been initiated).	1	Ongoing	Medium	To be complete by end of 2015

**Objective 4b (Advocacy & Governance): Promote the enduring values of the Milton Public Library through proactive and dynamic leadership.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
43. Create a "Friends of the Library" group to assist with fundraising projects and related initiatives.	1	Short	Low	To be complete by end of 2015
44. Continue to review and update the Library Board orientation materials, policy manual, and related materials (e.g., Board self-evaluation, Board education process, etc.) on a regular basis.	1	Ongoing	High	n/a

**Objective 4c (Funding): Maintain fiscal accountability through the responsible use of funding and pursuit of proven revenue streams.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
45. Advocate for the Library by making the best use of resources and demonstrating the value and outcomes of this investment.	1	Ongoing	High	Economic Impact Study to be reviewed and updated every three years
46. Continue to pursue opportunities to increase non-municipal revenue streams.	1	Ongoing	High	Increased grant funding
47. Pursue large and small group room rental opportunities as part of current and future library facility development/expansion projects.	1	Ongoing	Low	Town of Milton



**Objective 4d (Monitoring the Master Plan): Actively monitor the Master Plan’s progress and measure its outcomes.**

Action Plans	DM2 Goal	Timing	Priority	Resources/ Partners
48. Identify and implement meaningful outcome-based metrics that move beyond the traditional input/output measures by focusing on how the Library activates its vision of inspiring through discovery, collaboration, and creating.	1	Ongoing	Medium	Economic Impact Study to be reviewed and updated every three years
49. Continue to implement the current system for the regular implementation, monitoring, and review of the Master Plan.	1	Ongoing	Medium	n/a
50. Undertake a complete review and update of the Master Plan in three to five years’ time (2019 to 2021).	1	Medium to Long	Medium to High	Outside consultant

# Appendix A

## Trends & Best Practice Review

It is important that the Milton Public Library begin to position itself for change and to influence and take advantage of its evolving environment. This appendix identifies a number of the latest trends, best practices, and thinking in the public library sector in order to create an appreciation of the many societal and technological changes that are impacting library services.

### The Importance of Libraries

While the rapid pace of technological change dominates the discussion around the future of public libraries, equally important are societal trends emphasizing creativity, experience, collaboration, community connectivity, and lifelong learning. While there is uncertainty about the precise services and formats that the library of the future will provide, the future of the library as an accessible and universal institution is as full of promise and opportunity as ever.

Although financial challenges are ever-present, there is excitement surrounding the many opportunities presented to today's public libraries. The movement from consumption (i.e., passive observation) to creation and collaboration (e.g., active participation) is a leading philosophy that many libraries are trying to promote and nurture. This trend fits well with younger generations and those who may be artistically-inclined and one that is becoming more prevalent in Northern Europe at the present time. As is discussed later, this convergence of information, creativity, and technology are leading to the emergence of new public experiences.

A recent study<sup>7</sup> undertaken by the Toronto Public Library estimates that the library creates over \$1 billion in total annual economic impact and that for every dollar invested in the public library, local residents receive \$5.63 in direct and indirect benefits. For those who use library services, the total direct benefit is as much as \$502 per library member. These figures indicate a very strong return on investment for library service; similar findings were identified when Milton Public Library completed a similar assessment in 2014.

Furthermore, during this latest economic downturn, libraries have become more valuable to their communities. Free Internet and computer access, supporting literacy, and providing information support to the less fortunate are some of the Library's most important roles.

<sup>7</sup> Martin Prosperity Institute. So Much More: The Economic Impact of the Toronto Public Library on the City of Toronto. December 2013.

“We now realize that knowledge and creativity add economic value. We understand that future jobs will place less value on a strong back and more value on a strong mind. Libraries give us the chance to maintain a literate, creative society.”

- Ken Roberts. Facing The Future – A Vision Document for British Columbia’s Public Libraries. 2012.

Nevertheless, the range of potential library “competitors” is widening as new technologies are introduced, making it all the more critical for libraries to be strategic when it comes to their service mix, target markets, and competitive advantages. Historically, students, young families, well educated seniors, and people for whom English is a second language have been some of the library’s core users. While these may continue to be key markets for libraries, the next few years will provide an excellent opportunity for some libraries to reinforce their value to their community. Where there was once considerable trepidation around the rise of technology within the library sector, there is now optimism for the future. One competitive advantage that the Library continues to hold is the human touch.

## Usage

Despite rapid changes in technology and information sharing, public libraries are as relevant as ever and continue to be highly valued by people of all ages. Borrowing materials, getting information, and reading/studying continue to be the main reasons for visiting the library. Various studies and survey data indicate that, on the whole, circulation and library usage are on the rise and that virtual services and digital information are not a threat to traditional library services, but rather a complement – people now have more reasons to visit a public library than in the past!

“The number of items circulated per capita had also increased a substantial 16% over the past decade, while per capita in-person visits have remained stable.”

- Canadian Urban Libraries Council. An Analysis of Public Library Trends. 2011.

Part of this increase in circulation can be traced to more efficient circulation practices (e.g., quick reads), a growing emphasis on popular materials, eBooks, demographic shifts, and new partnerships. People also want more hours, more content, more computers, and more books. The availability of online resources means that customers can access material at their local branch or from home, which has broadened the library’s reach. On the other hand, the growth of personal devices and self-service technologies has had some negative impact on the usage of traditional services such as reference and reader’s advisory. Expediency and convenience are key, particularly amongst the technologically savvy younger generations that are less willing to tolerate delays when seeking information.

Speaking of younger generations, they remain very active users of public libraries, despite the many multi-media options accessible to them. Recent research<sup>8</sup> indicates that: “Americans under age 30 are just as likely as older adults to visit the library, and once there they borrow print books and browse the shelves at similar rates... Younger patrons are also significantly more likely than those ages 30 and older to use the library as a study or ‘hang out’ space.”

## **Facilities**

### Libraries as Community Hubs

A large part of the evolving role of public libraries is how its facilities are designed and used. Many systems are beginning to view physical space not just as a place to accommodate services, but rather as a service in its own right.

In keeping with the movement from consumption to creation and collaboration, there is growing demand for the “library as place” – an extension of the community that goes well beyond just a repository for books (e.g., community hubs and gathering spaces). As noted by library advocate David Lankes, “our collection is our community”, which underscores the value of public interaction.

### Design Considerations

Facility designs that promote the exchange of information, innovation, and creativity are in demand. This may manifest itself in many ways, but the core principles are spaces that are flexible, spacious, accessible, and welcoming. Some examples that are being incorporated into new or redeveloped libraries include portable shelving (stacks on wheels), outdoor spaces and gardens (thinking “beyond the walls”), large lobbies where people can gather and interact, late-night access for students during exam times, ample natural light, and a wider variety of seating. Libraries are being thoughtfully designed with not only function but also aesthetics in mind – they are a source of civic pride. Visibility is a must and having workspaces near windows shows that the library is being used.

The need to accommodate both group (noisy) and individual (quiet) study/work space is also on the rise – this may mean that libraries need to become larger (and have improved noise attenuation) in order to accommodate a variety of “zones” or separate spaces. Social research shows that people like to be with others, even when working alone. As densities rise and technology has an isolating affect on some, the need for public space will become even more critical.

Barrier-free accessibility requirements are also placing pressure on many library facilities, as more space is needed to accommodate accessible washrooms, shorter

<sup>8</sup> Kathryn Zickuhr, Lee Rainie and Kristen Purcell. Younger Americans’ Library Habits and Expectations. Pew Research Center. 2013.

stacks, wider aisles, etc. Depending on the overall size of the facility, an additional 5% to 10% of floor space may be required to meet the Facility Accessibility Design Standards adopted by the Town.

While this is not a new concept to this community, it is important to note that public libraries are increasingly being combined with other civic uses as their value as civic anchors and cultural integrators is being recognized. Often, libraries have the spaces and supporting amenities to serve as (or to supplement) event venues that may accommodate a variety of performances, lectures, meetings, and festivals.

### Space Requirements

As formats gradually migrate from physical to digital -- It is not about books, but rather “content” – less physical space may be needed for collections (reference material is a notable example). This is freeing up more floor area for improved merchandizing, gathering space, collaboration, exchange of ideas, accessibility requirements, etc.

The amount of space required by a public library depends on the unique needs of the individual community. The assessment of local needs may be assisted by documents such as the Ontario Public Library Guidelines (Federation of Ontario Public Libraries, 2012) and Guidelines for Rural/Urban Public Library Systems (Administrators of Rural and Urban Public Libraries of Ontario – ARUPLO, 2012), which provide several measures to assist libraries in future planning in areas such as staffing, space, collection size, collection use, and hours. Where once a metric of 0.6 square feet per capita was used for undertaking a high-level assessment of system-wide library space needs, this measure has been increased to 1.0 square feet per capita in the latest ARUPLO guidelines. Unfortunately, these traditional benchmarks do not convey quality, convenience, or user satisfaction. Regular public engagement is vital to identifying local measures of success.

### Alternative Facility Delivery Models

The consolidation of smaller libraries into fewer larger, centralized, and modern facilities that can accommodate a mixture of both quiet and noisy spaces, along with conventional and cutting-edge services, continues to be a trend throughout North America. But, public demand for convenient and locally accessible facilities remains. One option is to integrate library branches into neighbourhood destinations, such as recreation centres. An emerging alternative is to offer self-serve options such as kiosks and library vending machines that allow libraries to more thoroughly embed themselves in their communities, often at non-traditional sites (e.g., transit hubs, airports, retail centres, etc.). Library vending machines are automated and allow customers to insert their library card, make a selection, and receive material (and even place holds and return materials). These machines are unstaffed and passively monitored by those in the vicinity. This technology can be costly, both in its initial purchase and ongoing operation, and is subject to service disruption due to repairs. They work best in high traffic areas where people are ‘on the go’; high levels of usage are the best way to justify the expense.

In Ontario, some libraries along the GO Transit system have had discussions exploring opportunities for locating express library kiosks within or adjacent to GO Stations. There are some interesting and attractive models to consider. In California, the Contra Costa County Library project (“Library-a-Go-Go”) allows the local library to provide service more in line with residents’ expressed needs and preferences for faster, one-stop service at locations and during hours that are most convenient to them. Located in the fastest growing region in the Bay Area, Contra Costa County Library faces the challenge of delivering service to its communities without additional funds and without reducing services to the other community libraries. A freestanding, automated book-dispensing machine (Bokomaten) allows library members to borrow and return books and media using a library card. Twice a week an outreach librarian is available on-site to sign up new members, answer questions, and assist with machine access.

Incorporating technology within current facilities also allows the library services to change and meet community demand; this allows libraries to completely rethink library services. One of the most progressive library concepts is found in Europe in Delft. The DOK Library Concept Center has created an environment that draws on existing information and formats, enhances it, and creates new information products and services through full collaboration and state of the art technology. The concept completely has revolutionized space, services, collections and staffing.

Of growing interest is the progress of what is referred to as the Paperless Library. An all-digital library, called BiblioTech located in Bexar County (Texas), is comprised of more than 10,000 e-titles along with e-readers available for loan. Staff focus more of their time on assisting users in manipulating devices and accessing the information they need. Although early days for this library, no doubt it will be well studied for consideration as a future model for library service.

Alternative delivery models are numerous and most incorporate a mixture of newer concepts and older versions of strategies that have worked in the past. Over the last few decades, as libraries have built facilities throughout their communities, bookmobiles were often retired or reduced these services. However, a number of libraries have retained bookmobile fleets including Toronto, Edmonton, Hamilton, and Ottawa, to name a few. The latter was one of the first to offer WiFi and accommodate digital services. Some libraries are rethinking the use of bookmobiles in their communities.

## **Technology**

The public appears willing to embrace wider uses of technology at public libraries; however, the range of needs varies dramatically between the digital “natives” and “fugitives”. The digital natives – those who have grown up with technology and have a high comfort level with it – are seeking more customization and interactivity. Their expectations are considerable as they value immediacy, 24/7 access, and new experiences. Fortunately, the “digital age divide” is becoming less distinct – access to the internet is now an expectation at all library locations (preferably through WiFi) and this expectation is shared not only by younger generations but older residents as well.

This is a period of rapid technology innovation, especially for wireless devices. While there was an increase in the introduction of single-use devices such as e-readers in the past couple of years, these are now falling out of favour with the rise of multi-functional devices such as tablets and smartphones. It should come as no surprise to expect the future of information to be internet-connected portable devices. As identified in *Confronting the Future* (Levien, 2011), “A potential library patron with a computer and an Internet connection, as well as an iPad, Kindle, or other e-reader, can already gain access to far more books, videos, and music than any public library can provide.” Apps-based access to library programs and content are also rising in popularity alongside mobile devices.

In keeping with this, there is an increasing trend toward a BYOD (“bring your own device”) culture. Tablet sales are expected to outpace laptop sales in 2013. The trend is toward fewer formal workstations in favour of spaces consisting of comfortable, casual seating in close proximity to charging stations or outlets for plugging in personal/mobile devices. Some public libraries even provide opportunities to test new electronic devices prior to purchasing (technology “petting zoos” or “sandboxes”). It is important that library offerings remain compatible with whichever devices dominate the market.

While outlets and bandwidth are in high demand, there is concern that demand for public workstations will wane. This is not yet the case as Internet accessible workstations, download stations, and online resources (and support for how to use them) remain very popular, particularly amongst teens, seniors, and those from lower income households.

Experimental space and creation/discovery zones such as gaming centres, media labs, fab labs, makerspaces, hackerspaces, and self-publishing centres (essentially places where “artists, makers and techies converge so that they can gather, create and improve”<sup>9</sup>) are in early stages of development in some library systems. Through these spaces, the community creates their own content using tools such as 3D printers, laser cutters, welding machines, etching tools, self-publishing machines, and other specialized equipment. These hold much promise in attracting younger Canadians to the library.

Interesting models for makerspaces are emerging, including several that are integrated into existing libraries. For example, Edmonton Public Library recently announced that they are in the process of creating a makerspace by renovating an old audio room at downtown branch. The makerspace will include 3D printers, an Espresso Book machine, specialized high-end computers, digital conversion software, gaming area, sound recording equipment, green screen, and ceiling mounted projector and sound system. The Innisfil Public Library has also embraced a “hacker ethic” through its

<sup>9</sup> <http://www.unlab.ca>

strategic plan and has implemented a number of innovations, including a digital media lab, idea lab, 3D printer, and the introduction of a “resident tinkerer”.

In terms of online access, while the majority of Canada’s residents have library cards, a much lower percentage is likely to use library websites. With the growing popularity of other online services and tools, library websites – as they are currently constructed – are challenged to provide meaningful content to a wide range of users. Online strategies need to be rethought, with the aim of not only supporting current users, but also reaching new ones. Opportunities also exist to exploit new technologies such as digital storage (“the cloud”), which allows for the storage of vast quantities of information and entertainment media and enables technologies such as video and music streaming.

### **Digital and Print Collections**

The onset of new technologies such as eBooks has coincided with a period of fiscal restraint within many municipalities. This has challenged the ability of many libraries to grow their eBook collections while continuing to maintain their more traditional print and A/V collections which still hold a strong pull over the library’s traditional customer base. In most library systems, books and printed material are accounting for a smaller proportion of circulation, while eBooks and digital resources are on the rise.

Although there is a growing tendency away from physical collections and toward digital access, broad trends indicate that many people, including youth, still prefer books and other physical items. Book publishing for children and youth is still strong. As a result, physical collections will continue to coexist with emerging digital formats for the foreseeable future.

There are differing views on the proper balance between print and digital collections, partly because formats are in a constant state of flux; some formats are likely to disappear sooner than expected in this rapidly changing technological climate. Libraries must be willing to assume this risk in order to be innovative, relevant, and responsive to customer needs.

A 2012 study estimated that 23% of all Americans ages 16 and older read eBooks (up from 16% from one year earlier), while 67% read printed books (down from 72% from one year earlier). The rise in eBook popularity is mirrored by the increase in tablet ownership. According to this study, the demographic most likely to read eBooks include those with higher degrees of educational attainment, those who live in higher earning households, and those who are between the ages of 30 and 49.

For the general public, most eBooks are priced similarly to paperbacks (but currently cost libraries more), meaning that they hold little advantage in terms of price to the public, particularly when one considers the cost of purchasing (and eventually upgrading) a digital device. Printed books also hold other advantages over eBooks, such as the ability to flip back and forth (for endnotes, table of contents, etc.) and mark-up (for books in personal collections). Printed books do not require a charged battery to read and their visible presence is a subtle reminder that they are there to be read –

many library customers visit libraries largely for the joy of browsing. eBooks simply cannot replicate the feel, smell, and sound of a printed book.

Public libraries are also currently facing challenges both in terms of being able to purchase content from publishers (some are not making eBooks available to libraries), as well as making that content readily discoverable through their websites. Library organizations such as the American Library Association and the Canadian Urban Libraries Council (CULC) are actively pursuing solutions with publishers to negotiate equitable and fair access to the full range of information available. In a June 2012 CULC news release, 24 large public libraries representing the interests of 12.5 million citizens have confirmed their support for CULC's lobby efforts. Continued advocacy is needed to promote new pricing and licensing models for eBooks, as well as public education during this time of transition.

Despite these challenges, some may suggest that eBooks and other digital formats signal the beginning of the end for the printed word. However, the digital revolution may be more perception than reality, at least as it relates to eBooks. "BookNet Canada reports that the market share of eBooks reached 17.6 per cent in the first quarter of 2012, but fell to 12.9 per cent in the last quarter of last year. It thinks eBooks may be 'plateauing' at about 15 per cent of the market, a trend confirmed early this year." (Cohen, 2013) While there is a need to continually assess print to electronic ratios in order to address changing needs, the true impact of eBooks will take some time to fully evaluate.

While libraries are no longer competing with retail bookstores as they once were (or thought to be), they both face similar challenges with competition against online resources. The library's primary advantages over other media sources are that they offer access to most of these resources at no cost, their holdings can be sampled before being selected, and they offer enhanced customer service.

## **Programming**

Public libraries have a tradition of providing quality programming that enhances their collections and supports lifelong learning. Programs are essential to libraries – they animate library resources and introduce people to all that the library has to offer.

Parts of the appeal of library programming are its affordability and reach to a wide range of ages and abilities. While introductory offerings tend to be offered at no to low cost, there is an increasing trend to seek recovery of some direct costs (e.g., costs for materials) from programs that offer value-added or more advanced curriculums; full cost recovery is not generally practiced. Care must be taken to ensure that programming retains a learning component consistent with the library's mandate and that there is proper coordination and communication in cases where similar municipal cultural and recreational programming may exist.

While programs that inspire customers to read must continue to be offered, they must also evolve to match the changing interests of our society. Some programs that have

seen recent success are those relating to informational and digital literacy and access to (and use of) resources. Actively involving residents in designing and delivering programs may assist in creating community-responsive opportunities that leverage local resources.

When designing programs for children and youth, there is growing evidence that the younger generation thinks visually and learns through play. A report from the Southern Ontario Library Service in 2011 noted that “Computerized games have been identified as having a unique ability to engage learners’ attention. It is expected that schools will use game-based learning increasingly.”

Most public libraries are enjoying a high demand and interest in courses and assistance in the use of all electronic devices, from mouse use to e-reader instruction to the latest handheld device. As well, experiences working with various libraries indicate that people of all ages require much more assistance in the use of the myriad of software, for everything from how to use email to complicated document creation with embedded graphics and audio clips. While a wonderful opportunity for libraries, the sheer range of products and services challenge library staff and their resources. Accordingly, some libraries are creating online public resources for the use and troubleshooting of various devices, troubleshooting sheets, digital “petting zoos”, and a full range of programs. Many Canadian libraries are implementing a variety of programs to aid the public. For a more personal intervention, Clarington Public Library negotiated a partnership with a local community agency which sent tech savvy people to the library for hands-on troubleshooting sessions. Through this partnership, the agency was able to raise its community profile while assisting the library in offering a valuable and important service. This library also provides iLearn and iPad courses at various locations.

### **Support to the Education Sector**

Support for school libraries is generally in decline across Ontario, with some boards reducing or eliminating library space and/or staff. The number of public schools with teacher-librarians declined in Ontario from 80% to 56% between 1997 and 2011, and from 78% to 66% in high schools (Libraries in Ontario Schools People for Education, 2011). Home-schooling and tutoring are also on the rise, further underscoring the need for educational resources within the public realm, with libraries being a possible provider particularly as it relates to early literacy.

Distance education, massive open online courses (MOOCS), and lifelong learning (e.g., ElderCollege) are also increasing in popularity, creating opportunities for public libraries to provide space and/or supporting resources to students and residents engaged in active learning.

There is also ample evidence that the way in which people learn and communicate is changing. As a result, there is a growing need for libraries to support blended learning and transliteracy (reading, writing, and interacting across a range of platforms – often personalized to the specific needs of the individual) through various means, including

staff that are technologically savvy, space that is collaborative, resources that are convenient and connected, and partners that work together.

## Staffing

Library automation, self-service options, the Internet, and other technologies are changing the roles of many librarians and library staff. For example, more people are now doing research on their own and fewer people are seeking traditional assistance from reference librarians, although the number of questions relative to new technologies are on the rise. In some systems, staff have been “unchained” from the reference and circulation desk and can now work more flexibly to support users where they need help (e.g., roving staff equipped with tablets). In other systems, reference desks are being combined with circulations desks to provide a single point of contact and achieve efficiencies for both the library and its users. The amount of back of house space is also declining as library staff roles evolve and automation takes hold; opportunities to reclaim this as public space need to be assessed.

As identified in *Confronting the Future* (Levien, 2011), “As library-accessible materials increasingly fall within the digital media world, the necessary competencies of librarians must follow suit...they will both be highly competent with digital media and tools and have a richer and more nuanced understanding of their users.” In some cases, re-training may be required to support the advancement of staff, particularly in areas of technology and community engagement. In general, today’s library staff teams are more efficient, but they also deal with more complex issues that require enhanced qualifications and specializations.

There is growing public demand for staff with “value-added” skills, with the result being more specialist positions within public libraries. A web search of recently posted positions finds public libraries seeking specialists within the following areas: media, open data, information management, systems, marketing, outreach, volunteer management, youth, and more. Many of these positions would require staff to work interactively with users and the community, drawing them away from their desks and onto the library floor and beyond.

Rates of impending retirements of library staff also place pressure on library management to make rapid changes in human resource practices. In Ontario, many public libraries report that within the next five to ten years a large percentage of staff will be eligible for retirement. Many libraries now face gaps in talent to undertake new kinds of work and have fewer middle managers to lead this new workforce. Fortunately, younger staff’s ease in using technologies offers opportunities for most libraries. However their skills are in high demand by many other fields – competition is keen and libraries need to work harder at retaining these people and their ready-made skill sets.

Technology skills are not the only important tools required in the future of public libraries. Marketing and outreach into the community has become a major trend for libraries. Special training and skill sets are required to deliver outreach services. Some libraries are moving to create new “community services” librarian positions, which are

not restricted to individuals with a professional library degree, but rather require a combination of a social work background and marketing skills.

### **Engagement, Communications, and Marketing**

Despite their ubiquity and high levels of satisfaction, libraries suffer from an awareness problem. Our work across Ontario suggests that many peoples' perceptions of library services have not changed substantially over the years (particularly adults who are not frequent users), despite the reality of the rapid transformation of many libraries. Even those who are frequent users of public libraries likely feel that they are not sufficiently aware of all that the library has to offer. There is an urgent need to correct these misperceptions and to demonstrate that libraries are more than repositories for books. In this regard, progressive marketing and social media have the potential to become core communication tools (many excellent examples of using social media and web 2.0 technologies can be found in the Library 2.0 Toolkit published by the Government of Ontario).

Interactive and well-tended websites serve as dynamic marketing tools and effective ways to communicate with the public and track ever-changing public interests. Instead of conducting occasional user satisfaction surveys, libraries are now concerned about capturing user satisfaction/comments on a daily basis. Upfront on their websites, users are encouraged to inform the library of their "experience" and satisfaction.

Another area that holds promise is community engagement, which promotes proactive action rather than the reactive responses that are all too common. For example, community-based librarianship offers opportunities to engage people within their communities, building connections and relationships with target groups (including lapsed or non-users) by creating customized services for various organizations. It is also important to note that, every year, immigration accounts for a greater proportion of growth in Canada. To this point, libraries can serve as the portal through which newcomers receive access to inclusive information and referral systems to support their settlement and integration in Canada (e.g., settlement services, ESL courses, welcome tours, multilingual resources, etc.).

### **Funding / Spending**

In most library systems, strong increases have been seen over the past decade in spending on electronic materials and audio-visual resources; however, collection budgets have not necessarily increased at the same pace, meaning that this has come at the detriment of print resources.

However, other fiscal pressures are creating challenges for many systems and this shortfall is becoming the responsibility of municipalities, despite the Province being the administrator of the Public Libraries Act and its statutory grants.

“Although spending on library materials has increased in the decade, pressure from higher overhead costs means that materials make up a smaller percentage

of libraries' expenses than in 2000, decreasing from 13% to 11% of total library expenses.”

“The increased revenue needs of libraries for the most part have been filled by the municipal level of government. Provincial funding has not kept pace with libraries' needs over the past 10 years, and Federal funding makes up only a fraction of a percent of all revenue.”

- Canadian Urban Libraries Council. An Analysis of Public Library Trends. 2011.

On the whole, municipal funding for public libraries is insufficient to address ongoing needs for facility expansion, renewal, accessibility, etc. A 2011 report prepared by the Federation of Ontario Public Libraries indicates that Ontario's public library infrastructure is in crisis and needs immediate attention.

“Half of all libraries across the province were built prior to 1976 and many are deteriorating, unable to keep pace with changing consumer needs, technological advances, and accessibility requirements...The estimated public library capital infrastructure obligation in Ontario is \$1.4 billion [and growing].”

- Federation of Ontario Public Libraries. Capital Needs Analysis. 2011.

## Partnerships

Mounting fiscal pressures and the evolution of library services are requiring libraries to place more emphasis on conventional and non-traditional partnerships. Some partnerships may be related to outreach, creative spaces, and programming, while others involve co-location. Multi-use buildings that combine libraries and other civic uses (recreation and arts centres, municipal offices, schools, etc.) have been popular templates for years as they offer a “one stop shopping” convenience and economies of scale. Successful partnerships help to share risks and benefits, allowing the library to achieve strategic priorities in a more effective or efficient manner.

Library research suggests numerous partnership opportunities with government, non-profit, and post-secondary sectors, including (but certainly not limited to) the following:

- In Canada, many library partnerships with other government entities have been successful. Federal and provincial governments have made it a public policy to develop joint facilities to increase the “one-stop shopping” advantage. Greater Sudbury, Ottawa, Windsor, and Vancouver are a few examples of various levels of government working in the same building.
- Edmonton Public Library, working with the University of Alberta libraries, has embarked on several exciting partnerships. A branch of the public library has been located within the downtown campus of the University in order to provide a wide range of recreational and non-university library type materials. The partnership has also launched an initiative called the L-Pass (Library Pass). L

Pass provides access to public library services such as online resources, interlibrary loans, books, and magazines to University of Alberta students.

- In Fort Worth Public Library (Texas), financial reductions resulted in alternative ways to deliver services including through joint venture partnerships. The most recent partnership is the creation of e-Skills, a re-purposed Meadowbrook Branch Library and Workforce Center. Responding to community needs and demographics, the library will offer a limited level of basic library services, with a focus on workforce development.

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# Appendix B

## Public Questionnaire Results

### 1. If you use Milton Public Library, what do you value most about it?

Response	#	% of Sample
Books	89	30%
Programs	51	17%
Movies / TV Shows / Videos	41	14%
Variety	36	12%
Access	28	9%
Computers	20	7%
Staff	19	6%
Online Resources	14	5%
Children's Area	13	4%
Study Space	12	4%
Research	12	4%
Free	12	4%
New Facilities	11	4%
eBooks	9	3%
All Ages	7	2%
Atmosphere	7	2%
Community Hub	7	2%
Audiobooks	7	2%
Everything	6	2%
Hours	6	2%
Location	5	2%
Video Games	4	1%
Music	4	1%
Self Checkout	3	1%
Loan Periods	3	1%
WiFi	2	1%
<b>TOTAL</b>		<b>428</b>

### 2. What can the Library do to make a difference in your life? Complete this sentence (think big!): "In the future, my Library will..."

Response	#	% of Sample
Extended Hours	46	15%
More Programs	45	15%
Continue what they're doing	23	8%
More Books	23	8%

<b>Response</b>	<b>#</b>	<b>% of Sample</b>
<b>More Branches</b>	20	7%
<b>More eBooks</b>	20	7%
<b>Resource for Students</b>	19	6%
<b>Greater Online Presence</b>	18	6%
<b>Community Hub</b>	18	6%
<b>More Digital Resources</b>	14	5%
<b>Offer Programs at Different Times</b>	12	4%
<b>Cafe</b>	10	3%
<b>More Small Group Study Space</b>	10	3%
<b>More Variety</b>	10	3%
<b>Focus on Literacy</b>	10	3%
<b>Computers</b>	9	3%
<b>More Movies</b>	9	3%
<b>Technology Workshops</b>	9	3%
<b>High Tech</b>	8	3%
<b>More Bestsellers</b>	7	2%
<b>More Video Games</b>	7	2%
<b>Lower Fines</b>	7	2%
<b>More Marketing</b>	7	2%
<b>Tablets and Laptops</b>	6	2%
<b>More Interactive</b>	6	2%
<b>Book Clubs</b>	5	2%
<b>More Quiet Space</b>	5	2%
<b>Arts and Cultural Events</b>	5	2%
<b>More AudioBooks</b>	5	2%
<b>Re-open Bruce Street Branch</b>	5	2%
<b>More Parking</b>	4	1%
<b>More Special Events</b>	4	1%
<b>Social Service Connections</b>	4	1%
<b>More Multi-Lingual Resources</b>	4	1%
<b>Home Delivery</b>	4	1%
<b>Child Care</b>	4	1%
<b>Online Fee Payment / Registration</b>	4	1%
<b>Offer Volunteer Opportunities and Training</b>	3	1%
<b>Free Programs</b>	3	1%
<b>Greater Accessibility</b>	3	1%
<b>Longer Loan Periods</b>	3	1%
<b>Green Technologies</b>	3	1%
<b>Cost Efficient</b>	2	1%

Response	#	% of Sample
Longer Computer Limits	2	1%
Improve WiFi	2	1%
More Self-Serve Options	2	1%
Community Information	1	0%
Gaming Weeks	1	0%
Instruments	1	0%
Internet Filters	1	0%
Fewer Branches	1	0%
More Information on Programs	1	0%
Readers' Advisory	1	0%
Fundraising	1	0%
Online Holds	1	0%
Staff Assistance	1	0%
More Music	1	0%
Improve Book Drop	1	0%
Drafting Table	1	0%
<b>TOTAL</b>		<b>462</b>

### 3. Questionnaire Source

Response	#	%
Milton Fall Fair	231	77%
In-Library	52	17%
Online	18	6%
<b>TOTAL</b>		<b>301</b>
		<b>100%</b>

### 4. Are you a Milton resident?

Response	#	%
Yes	220	77%
No	65	23%
<b>TOTAL</b>		<b>285</b>
		<b>100%</b>
No Response		16

### 5. Are you a...

Response	#	%
Child	14	5%
Teen	32	11%
Adult	209	74%
Older Adult	27	10%
<b>TOTAL</b>		<b>282</b>
		<b>100%</b>
No Response		19