



**COMMUNICATION C3.**

**ITEM NO. 3**

**COMMITTEE OF THE WHOLE  
(WORKING SESSION)**

**May 4, 2022**

# **Parkland Dedication By-Law**

**Working Session Presentation  
of Draft By-law provisions**

**May 4, 2022**



# Agenda

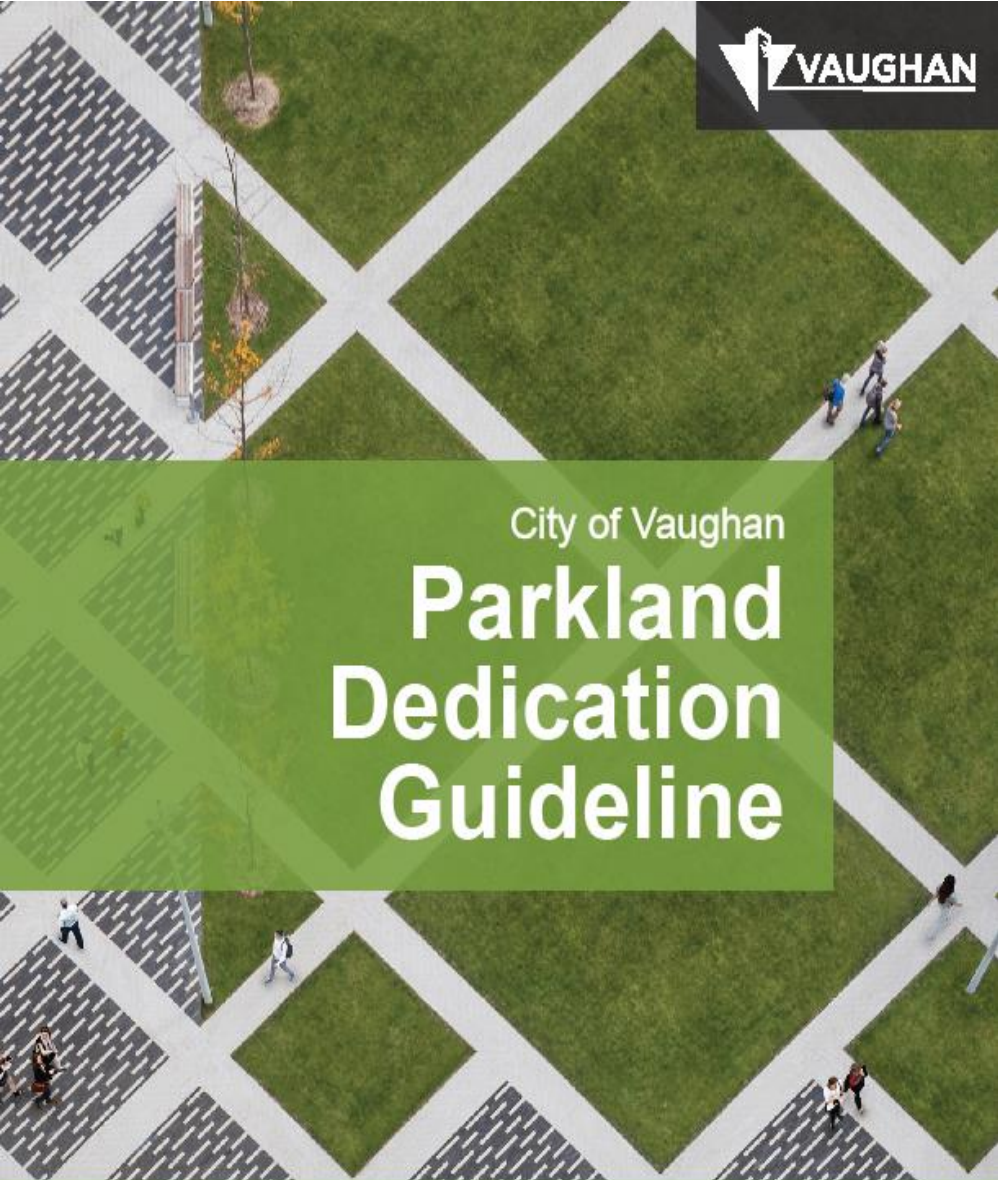
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1. Recap on Parkland Dedication Guideline
  - Need for the study
  - Timeline
  - Key recommendations
  - Key amendments
  - Consultation
2. Financial Model/CIL Fixed Unit Rate
3. By-Law provisions on parkland credits
4. Proposed CIL unit rate transition period
5. Next steps

## The Need for a Parkland Dedication Guideline Study

- The City's current Cash-in-Lieu By-law was last **updated in 2012**, and the City **does not** currently have a Parkland Dedication By-law.
- Provincial changes to the Planning Act, through **Bill 108** (Royal Assent on June 6, 2019), **Bill 138** (Royal Assent on December 10, 2019) and Bill **197** (Royal Assent on July 21, 2020)
- Changes to the policy and regulatory regime for **Parkland Dedication** (Sections 42 and 51), **Development Charges** (DCs) and the collection of **Community Benefits** (Section 37) which are intended to provide **certainty and predictability** regarding the costs of development.
- Province has mandated a deadline of **September 18, 2022**, to implement legislative and administrative changes
- The Study and its findings will assist in the formulation of the **City's Parkland Dedication By-Law**



An aerial photograph of a park area with a prominent diamond-shaped path pattern. The paths are light-colored and intersect to form a grid of diamond shapes. The spaces between the paths are green grass. Several people are seen walking along the paths. A green semi-transparent box is overlaid on the lower-left portion of the image, containing the title text.

City of Vaughan  
**Parkland  
Dedication  
Guideline**

January, 2022

The Planning Partnership  
Monteith Brown  
N. Barry Lyon Consultants

# Parkland Dedication Guideline Study

## What is the Product?

- A document with a comprehensive list of items to consider in order to help guide parkland dedication protocols, payment-in-lieu and the use of payment-in-lieu;
- The study included considerations that leave **'no stone unturned'** and give **due consideration** for all options with the ultimate goal of achieving and ensuring parkland needs to meet projected growth to 2051 is effectively met. This list was provided with the understanding that the City and Council will conduct additional analysis and review to ensure a parkland dedication process that is **FAIR, CONSISTENT AND TRANSPARENT.**
- A document aligned with current best practices which will **ultimately help inform** the future Parkland Dedication By-Law, DC Study and CBC Strategy.



# Parkland Dedication Guideline Study & By-Law

## Project Milestones and Progress

Project  
Kick-Off

Phases  
of  
Work

	Q3 2020	Q4 -2020	Q1- 2021	Q2 - 2021	Q3- 2021	Q4 - 2021	Q1 - 2022	Q2 - 2022	Q3 - 2022
	Phase 1 Current State Analysis	Phase 2 Research + Principle Framework	Phase 3 Consultation Plan + First Draft Document	Phase 3 Continued + Stakeholder Engagement	Phase 4 Draft Document and Presentation to Project Team	Phase 4A Refinements to Document & Financial Model	Phase 5 Presentation + Report to Council	Develop draft By-Law	By-Law Public Notice 40 days from enactment
							February 15 Council endorsement with additional direction	May 4 CoW(W.S)	June 28 By-Law enactment



The image shows a park monument with a tall, cylindrical tower in the background, surrounded by trees and a stone staircase leading up to it. The Vaughan logo is overlaid on the top left of the image. The text 'VAUGHAN' is written in a bold, sans-serif font, with a stylized 'V' icon to its left. The background image is a photograph of a park monument, likely the Vaughan War Memorial, featuring a stone staircase leading up to a central stone structure with a plaque. In the background, there is a tall, cylindrical tower with a flag on top, surrounded by trees and a clear sky. The overall scene is a well-maintained park area.

## Parkland Dedication Guideline Study

### Key Items Considered

- Broadening the Definition of Parkland
- Off-site Parkland Dedication Opportunities
- Parkland within the Greenbelt and Oak Ridges Moraine Area
- New Park Typologies
- Parkland within Strategic Growth Areas
- Financial Considerations and Cash-in-Lieu of Parkland update

The left side of the slide features a background image of a stone monument with a tall, cylindrical tower on top, set against a backdrop of trees. The Vaughan logo, consisting of a stylized 'V' and the word 'VAUGHAN', is overlaid on the top left of this image. The entire slide has a color gradient from blue at the top to green at the bottom.

## Parkland Dedication Guideline Study

### Key amendments to be taken into consideration

- Support of dual uses on underground storm facilities whereby parks are located on the surface;
- Support providing parkland credit for passive recreational uses such as trails and sitting areas;
- Support providing parkland credits for POPS;
- Support providing parkland credits for Strata ownership; and
- Provide clear and measurable guidelines to assess these passive recreational amenities, POPS and Strata from a parkland dedication Planning Act perspective.



# Parkland Dedication Guideline Study

## Stakeholder Engagement Strategy

### Mayor and Members of Council (MMOC)

- Interviews with MMOC conducted between **June 9 – 28, 2021**
- Consultations conducted between **January 17 – 27, 2022**

### Senior Leadership Team (SLT-E)

- Presentation and consultation with Senior Leadership Team – Executive on **January 12, 2022**

### Growth Management Committee (GMC)

- Updates and presentation to GMC on **November 19, 2020, July 8, 2021 & December 9, 2021**

### BILD

- Consultations with BILD on **November 4, 2020, July 21, 2021, October 13, 2021, and November 24, 2021,**
- CIL rate and By-Law consultation on **March 8, 2022, and April 8, 2022**

### Public Survey

- Online survey from **April 19 to May 3, 2021**
- Over 300 respondents



## Financial Model/CIL fixed unit rate

### Financial Package to Achieve the Parkland System within the City and Strategic Growth Areas

- A financial unit rate which recognizes the need to generate both land and cash-in-lieu of parkland dedication
- Consider all financial tools to generate land/cash for land acquisition or park improvements through:
  - A New Parkland Dedication By-Law focused on implementing S. 42, 51.1 & 53 of the Planning Act
  - New Community Benefits Charge By-Law (S. 37 of the Planning Act); and
  - Updated Development Charged By-Law may assist
- City's current CIL Fixed Unit Rate is **\$8,500 per unit**
- At this rate, the City would only be able to fund **37%** of its parkland needs (acquisition costs, park redevelopment efforts and park enhancement costs)

# Vaughan Population & Estimated Growth

2016 - 2051



Population of  
Vaughan –  
2016 Census



324,100



Estimated  
growth by 2031  
– ATMP (2018)



100,400



Estimated growth  
by 2041 – Parks  
Redevelopment  
Strategy



72,900



Estimated  
additional  
growth by  
2051 – York  
Region



71,300

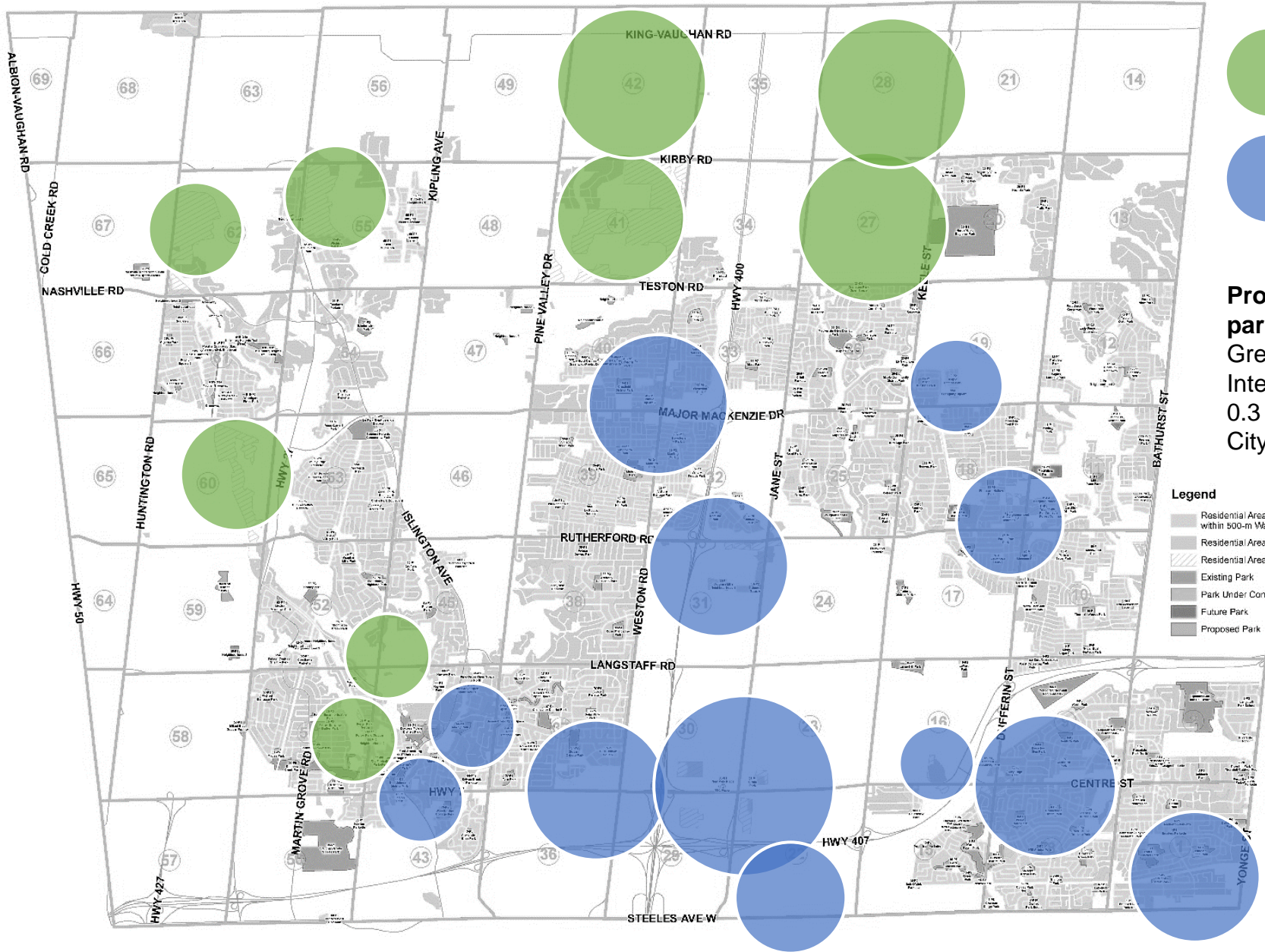
Estimated total  
population  
of Vaughan by 2051

568,700





# Financial Model - Vaughan Growth and Intensification Areas



- Greenfield Growth Areas
- Intensification Growth Areas

**Projected 2051 population and parkland distribution**  
 Greenfield: 44% (108 k) - 91 Ha  
 Intensification: 56% (136k)- 41 Ha at 0.3 Ha per 1000  
 City-wide parks: 212 Ha

**Legend**

- Residential Area - Serviced by a Park within 500-m Walking Distance
- Residential Area - Under Serviced
- Residential Area - Potential Growth Area
- Existing Park
- Park Under Construction
- Future Park
- Proposed Park

## Parkland Needs

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- From a quantitative perspective, approximately **344.3 ha** of additional parkland is required by 2051 (as per the Parkland Provision Target Rate from the 2018 Active Together Master Plan) servicing both local and City-wide park typologies.
- The **use of CIL** for the redevelopment of existing parkland (PRS) and enhancing local parkland within strategic growth areas.
- Parkland needs should ensure a **balance between quantitatively and qualitative** perspectives. The need to appropriately design and size park spaces local to the growth area will have a greater positive community impact rather than a larger park space located further away from the area of growth.
- Consider **off-site dedication** opportunities and consider dedication/acquisition of **unconstrained lands** that are within the Greenbelt/ORM.



## Financial Model - Analysis

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- Economic **Reality-Check**
- Incorporate potential **CIL approaches** from Developer's perspective to consider:
  - Ability to make targeted **rate of return**
  - Ability to acquire land at **market rates**
- Development pro-formas across **varied market locations and built forms**
- CIL rates will need to be **considered within perspective of new rates/ fees:**
  - Community Benefits Charge (**CBC**)
  - Development Charges (**DC**)
- **Can development still proceed? Viable investment?**

# CIL Fixed Rate Formula

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\* Discounting Current CIL Account Amount



1  
Land  
Acquisition  
Cost

ATMP Target Rate  
2.0 ha/1000 residents

Population - 2051  
~ 569,000 residents

Population Increase  
2031 - 2051  
~ 144,200 residents

Existing Park Inventory to 2018  
**603.6 ha**



New Park Inventory 2018-2021  
**30.3 ha**



Owned/To be Conveyed/Not Yet Constructed  
**111.8 ha**



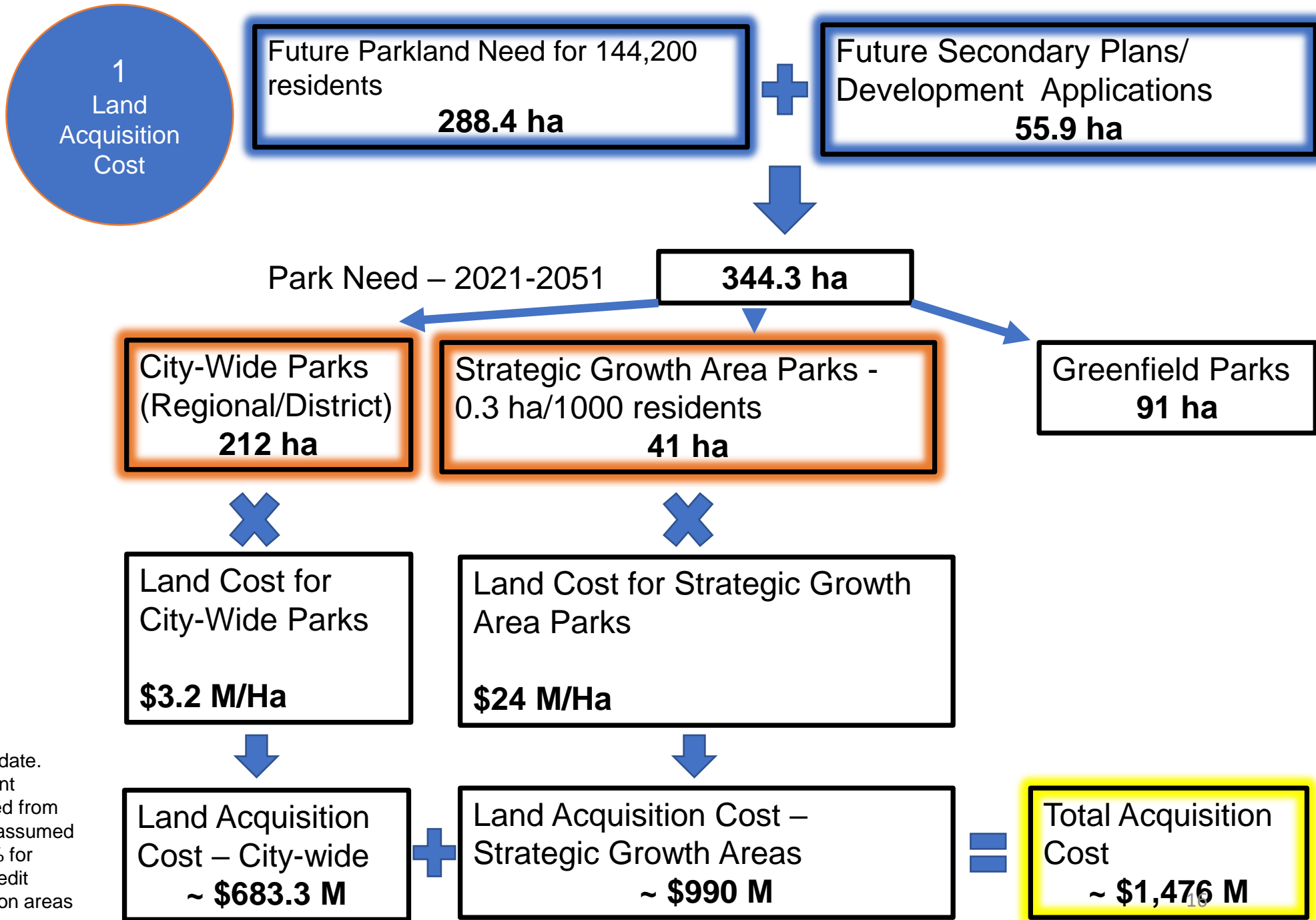
Future Secondary Plans/  
Development Applications  
**55.9 ha**



Future Parkland Need for 144,200  
residents  
**288.4 ha**



Total Parkland Need to 2051  
**1,090 ha**



Land rates based on 2022 DC update. Total is net of, Current CIL Account Amount (\$98 million), CIL collected from future commercial development (assumed value of 20 ha of land value at 2% for Blocks 58/59/34/35) and strata credit (assume 3 Ha across intensification areas at 1/3 of land rate).



2018 Parks Redevelopment Strategy – Identified Parks  
**\$ 29 M**



2018 Parks Redevelopment Strategy – Parks Without  
Major Amenities  
**\$ 12.5 M**



Parks Redevelopment – Parks from 2031 - 2051  
**\$ 45 M**



New Equipment Costs to Service Redeveloped Parks –  
to 2051  
**\$ 25 M**



**Total Park Redevelopment Cost**  
**~ \$112 M**





Strategic Growth Area Parks -  
0.3 ha/1000 residents  
**41 ha**



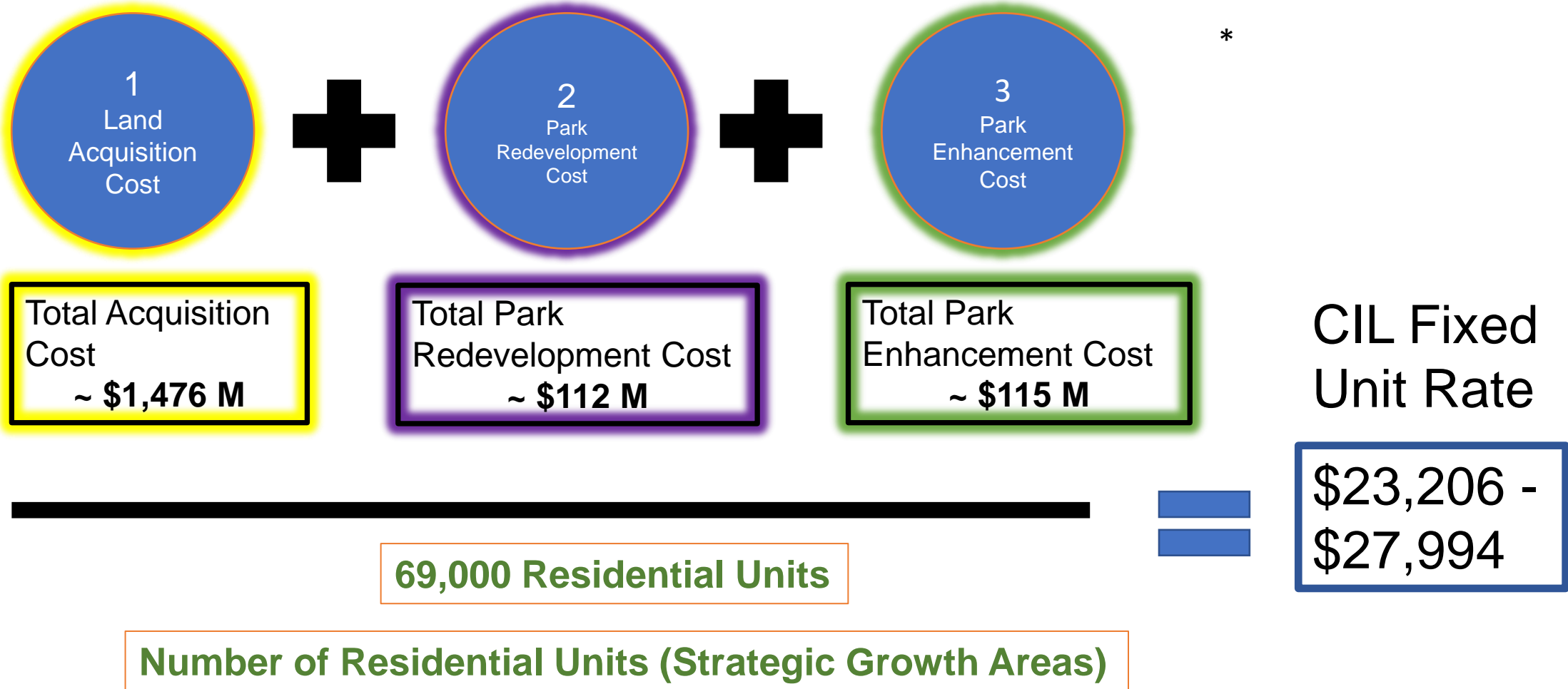
Park Enhancement Rate Per m<sup>2</sup>  
**\$280/m<sup>2</sup>**



Total Park Enhancement Cost  
**~ \$115 M**

Cost est. per TPP at \$1000/sqm. Discounted by current DC contribution of approx. \$300 and applied to 40% of parks (Urban and Public Square Type 1) which will likely require enhancements.

# CIL Fixed Rate Formula



# Summary

Total population: **569k**  
 Total forecasted parkland: **1,090 Ha**

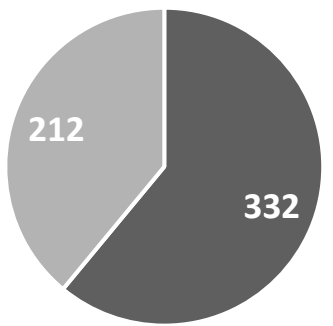
**2**  
Ha/1000

Intensification growth: **69k units**  
 136k pop

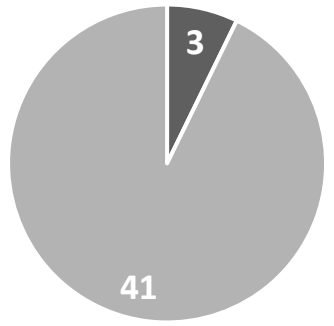
**0.3**  
Ha/1000

## Land need

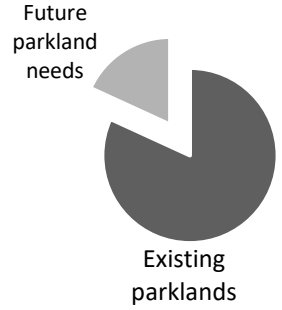
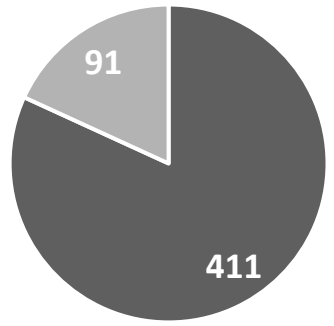
City-Wide Parks (Regional and District Parks) - Ha



Parks in Intensification Areas - Ha



Parks in Greenfield - Ha



**212 Ha**      **41 Ha**      **91 Ha**

## Park Redevelopment Costs

## Intensification Area Parks Enhancements costs

**\$1,476 million<sup>1</sup>**

**+**

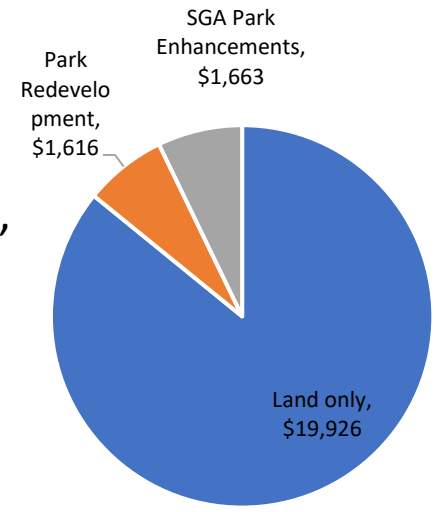
**\$112 million**

**+**

**\$115 Million<sup>2</sup>**

Calculated CIL, Per Unit, Uninflated<sup>3</sup>

**\$23,206 - \$27,994**



Notes:

<sup>1</sup> Land rates based on 2021 DC update. Total is net of CIL collected from future commercial development (assumed value of 20 ha of land value at 2% for Blocks 58/59/34/35) and strata credit (assume 3 Ha across intensification areas at 1/3 of land rate).

<sup>2</sup> Cost est. per TPP at \$1000/sqm. Discounted by current DC contribution of approx. \$300 and applied to 40% of parks (Urban and Public Square Type 1) which will likely require enhancements.

<sup>3</sup> Net of funds in current CIL account - \$98 million



# Financial Model – Varied Rates

CIL Unit Rate	Percentage of Funding Generated to meet City Parkland Funding Needs to 2051	Anticipated Amount of CIL Funding Generated
\$8,500 per unit (Current Rate)	37%	\$586M
\$10,000 per unit	43%	\$690M
\$12,000 per unit	52%	\$828M
\$17,000 per unit	73%	\$1.2B
\$20,000 per unit	86%	\$1.4B
\$23,200 per unit (Low End of Range Proposed) - \$27,994 per unit (High End of Range Proposed)	100%	\$1.6B - \$1.93B

Total Parkland Funding Required **\$1.6B - \$1.93B**  
(0.3-0.4ha/1000 residents)

## By-Law Provisions

### Parkland credits, CIL rate, Off Site Dedication

- Land first
- No parkland required
- Proposed credits
- No credit
- Proposed CIL unit rate increase transition period

## **Land First Approach**

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**The *City's* preference is for dedication by land conveyance.**

Where on-site land dedication is not feasible, the *City* may accept off-site land dedication it considers suitable towards meeting the overall parkland dedication requirement.



# No parkland required

	Draft By-law provisions
Specific types of development	<ul style="list-style-type: none"> <li>• Place of worship.</li> <li>• Affordable housing .</li> <li>• Not-for-profit organization.</li> <li>• City of Vaughan buildings.</li> <li>• Region of York buildings.</li> <li>• Colleges, universities or a schools.</li> <li>• Cortellucci Vaughan Hospital associated buildings.</li> <li>• Nursing homes as defined by the Long-Term Care Homes Act, hospices.</li> <li>• Replacement of any building that is a direct result of destruction.</li> <li>• The enlargement of an existing single detached or semi-detached dwelling unit.</li> <li>• Additional Residential Units within an existing residential dwelling such as a basement apartment or secondary suite.</li> <li>• Enlargement of an existing commercial purpose, industrial purpose or institutional purpose building or structure where the size of the subject site is unchanged.</li> <li>• Temporary buildings or structures.</li> </ul>
Up to 20% mixed use	Mixed-use development where the non-residential GFA is equal to or less than 20% of the total GFA, no parkland dedication shall be imposed on the non-residential portion.

# Proposed credits

	Draft By-law provisions	Rationale
<b>OP parks</b>	<b>100% credit</b> for lands that meet the City's Official Plan definition of parkland (Neighbourhood Parks, District Parks, etc.).	Full credit for dedication of unencumbered, fully programmable land.
<b>Strata Park</b>	<b>66% credit</b> for Strata Parks in the form of open space located at ground level on top of buildings or structures, including but not limited to parking garages.	Partial credit for dedication of land with encumbrances and restrictions.  Net parkland benefit of approx. 2/3rds (surface and air rights).
<b>Dual Use SWM or other infrastructure</b>	<b>66% credit</b> for lands that contain underground Storm Water Management facilities.	Subject to an agreement.
<b>Passive recreational uses</b>	<b>66% credit</b> for lands encumbered by utility corridors or infrastructure.	Partial credit for dedication of land with encumbrances and restrictions.
	<b>Up to 66% credit</b> for lands encumbered by Greenbelt, or lands located within the Oak Ridges Moraine, that do not meet other criteria e.g. no credit, 33%, or other.	Net parkland benefit varies but must meet the City's parkland objectives for passive or active programming.  Subject to an agreement.
<b>POPS</b>	<b>33% credit</b> for lands proposed to offer a Privately Owned Public Space (POPS).	

# No credit

	Draft By-law provisions	Rationale
<b>Natural heritage features</b>	Natural Heritage Network or associated buffer.	<p>No credit due to encumbrances and restrictions.</p> <p>No opportunities for active or passive programming.</p> <p>Gratuitous dedication of land can be considered at the City’s discretion.</p>
<b>Hazardous Lands</b>	Lands susceptible to flooding, poor drainage, erosion issues, extreme slopes, and other adverse physical conditions.	
<b>Open SWM</b>	Open storm water management facilities.	
<b>Contaminated lands</b>	Contaminated lands.	
<b>Recreational programming restrictions</b>	Lands that prohibit public programming use.	
	Sustainability features.	



## Proposed CIL unit rate increase transition period

Steps	CIL Unit Rate	Increase	Date
Step 0	\$8,500		Current
Step 1	\$11,300	+\$2,800	18-Sep-22
Step 2	\$15,050	+\$3,750	1-Mar-23
Step 3	\$20,050	+\$5,000	1-Mar-24
Step 4	\$27,994	+\$7,994	1-Mar-25
Step 5	4.25% annually <sup>1</sup>		1-Mar-26

<sup>1</sup> In 2012, \$8,500 unit rate was based on land value of \$2,550,000/Ha for medium density. Present medium density land value is \$12,354,831/Ha - equivalent to a 17% annual increase. Proposing increasing CIL on an annual basis based on a quarter of the historical increase.

# Proposed By-Law transition

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The valuation date of land value for payment-in-lieu or the alternative fixed rate per unit shall be:

Type of application	Timing
All other development and redevelopment	The day before the day the <b>building permit</b> is issued.

# Parkland Dedication By-Law

## Next Steps

- Enact Parkland Dedication By-Law on June 28, 2022 (to meet Provincial deadline of September 18, 2022)
- Public notice period open to August 8, 2022
- Potential appeals to the OLT
- Develop supporting policies





# Comments and Questions?

