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COMMUNICATION
CW (WS) - December 2, 2020
ITEM # - 1

Parkland Dedication Guideline Document

Committee of the Whole Working Session

December 2nd, 2020



Why a Parkland Dedication Document is Required?

Quantity Who Opportunities maximize Typologies Parkland DIVERSITY Process Transparent Programmable LOCATION Density fixed Payment-in-lieu and Value 108 alternative 197 BILD COST Why acquisition CBC QUALITY Strata strategy How Park PIRS funding accept rates Value 108 alternative 197 BILD

Terms of Council Service Excellence Strategy Map

2019 - 2022



Cash-in-Lieu By-law

timeline



1990

Cash-in-Lieu By-Law

The Planning Act allows municipalities to impose, as a condition of approval of a residential plan of subdivision, that land be conveyed for park purposes or that payment in lieu be paid. Council approves City of Vaughan's Cash-in-Lieu By-Law.

2004

Policy No. 05.1.04

In 2004, Council resolves by Finance and Corporate Services Policy, for the purpose of estimating the market value of land to be required be conveyed at 1/ha per 300 dwelling units, at a fixed rate of \$5,000 per unit, and be reviewed annually.

2012

By-Law Updated

In December 2012, Council enacted the Cash-in-Lieu By-Law, which set the City's cash-in-lieu payment rate for high-density residential development at \$8,500 per unit.

2018

By-Law Updated

Bill 73 reduced the alternative rate for residential development to 1 ha/500 units. The City's By-Law is updated to reflect this requirement.

Active Together Master Plan

provision standards for parkland and recreational facilities

Key Recommendations

- # 1. Update Cash-in-Lieu By-Law
- # 2. Develop a Parkland Dedication By-law
- # 4. Do not accept undevelopable Open Space
- # 6. Review fixed unit rate for high density residential
- # 7. Explore acquisition and non-acquisition options
- # 8. Develop policies and practices to prioritize on-site parkland dedication
- # 9. Establish standards to direct the provision of non-traditional parks in areas of intensification
- # 97. Consider alternative funding and cost-sharing approaches

Goals

comprehensive and attainable

Parks Planning staff in consultation with Legal Services, Financial Planning and Development Finance, Real Estate Services, VMC Program and Policy Planning and Environmental Sustainability have identified the overall **goals** required to facilitate **the development of the Cities Parkland Dedication Guideline Document.**

Goals

comprehensive and attainable

1

Provide a comprehensive document to guide parkland dedication protocols, payment-in-lieu and the use of payment-in-lieu; that supports the ATMP level of service provisions, fulfills the City's commitment to Service Excellence, potentially inform the forthcoming Community Benefits Charge Strategy and meets the Planning Act requirements;

2

Develop a set of guidelines that incorporates best practices concerning parkland dedication, payment-in-lieu and the use of payment-in-lieu;

Goals

comprehensive and attainable

3

Ensure that the City's parkland dedication process and methodology continues to be responsive to the current and future needs of Vaughan communities, addressing in particular, areas of growth, in a responsible and cost-effective manner;

4

Provide strategic direction to address long-term parks and open space needs by identifying the need for various typologies and parameters of parks and open space (City-wide and local), while allowing for flexibility in parks and open space design and use.

Guideline Document

Overview

The Planning Partnership and Parks Planning

- The Planning Partnership, N. Barry Lyons Consulting and Monteith Brown (the Project Team) have been retained to develop a Parkland Dedication Guideline Document;
- The Parkland Dedication Guideline Document will assist and guide the City's parkland dedication and acquisition process and will inform the upcoming Community Benefit Strategy and By-law;
- This project is taking place over five phases, with expected completion of this project in early 2021;
- Phase 1: Current State Analysis has now been completed, and Phase 2: Research and Principal Framework is underway.

Work Completed to Date

Task 1: Current State Analysis

Review of Background Documents

2018-2022 Term of Council Service Excellence Strategic Plan

- The objective is to support city-wide initiatives that encompass good urban design and public spaces.

2019 Green Directions Vaughan: Community Sustainability and Environmental Master Plan

- The intent is to support sustainable action to implement a land securement strategy for parks.

2018 Development Charges Background Study

- Parks funding through DCs is captured under Community Services;
- 71% (\$510.7 million) of the total ten-year net development related capital costs for general services is related to the provision of Community Services.

2020 Land Acquisition Strategy

- Guides future decision making relating to land acquisition, does not identify specific parcels for acquisition nor does it assess existing municipal land for parkland opportunities;
- Identifies a funding gap of 20%-40% to acquire green spaces to 2041;
- Anticipates that developers will continue to provide CIL over land as it is more cost effective given current flat rate.

Work Completed to Date

Task 1: Current State Analysis

Review of Background Documents

2018 Parks Redevelopment Strategy

- Identifies areas where there are parkland shortfalls and identifies parks that are in need of re-development.

2019 Pedestrian and Bicycle Master Plan Update

- New active transportation infrastructure has been recommended to be accommodated within road right-of-ways, along major utility corridors, through partnerships with Regional and Provincial agencies as well as with the development community.

2008 York Region Pedestrian and Cycling Master Plan

- Significant portion of the planned cycling routes will be in Vaughan on multi-use trails, which typically route through city-owned parks and will likely continue to do so as the cycling routes are developed.

2020 Budget and 2021-2022 Financial Plan (Capital Budget and Forecast)

- There are significant budgetary commitments for parkland assembly and development.

Work Completed to Date

Task 1: Current State Analysis

2018 Active Together Master Plan

- Established a City-wide provision target of 2.0 hectares per 1,000 residents;
- To serve a population of 425,500 in 2031, projected that a total of 801.6 hectares of active parkland would be required.

Updated Parkland Supply and Needs Figures from the City of Vaughan's 2018 Active Together Master Plan Update (ATMP)

- Recognizes that the land development process will likely not provide sufficient lands to meet original ATMP target;
- Finds that there will be a shortfall of parkland by 2031, suggesting that the development process will be insufficient to meet current needs;
- Beyond 2031, City's parkland forecasting model anticipates lower amounts of parkland dedication, and a greater reliance on alternative parkland acquisition tools is anticipated.

Work Completed to Date

Task 1: Current State Analysis

Best Practices Review

- Reviewed the Parkland Dedication By-laws of **nine** different cities and towns throughout the GTA and Ontario.

Definitions

- All by-laws provide definitions, with the number of detail varying by municipality.

Exemptions

- Exemptions found in multiple by-laws include:
 - Land, buildings and structures owned by and used for the city, region, municipality, province and federal government;
 - Institutional uses;
 - Creation of additional residential units;
 - Replacement of building destroyed due to accidental causes;
 - Enlargement of commercial, industrial or institutional building.

Unacceptable Lands

- Generally, municipalities will not accept hazard or environmentally constrained or significant lands;
- Some accept constrained lands with one providing a credit for hazard lands;
- Offsite conveyance not common among by-laws surveyed.

Work Completed to Date

Task 1: Current State Analysis

Best Practices Review

Parkland Calculation Technique and Standards

- Residential - 5% or 1 ha per 300, some establish alternative approaches;
- Commercial and Industrial - 2%;
- Mixed-use - Each use within building or site is subject to parkland provision for the use;
- Other - 5%.

Approach to the Determination of Land Value

- Majority require appraisals, either done internally or by an external appraiser.

Eligibility for Cash-in-Lieu

- Few provide criteria for when cash-in-lieu is preferred;
- Generally, if the area is well serviced, or if City has identified land in a more appropriate area then cash-in-lieu is accepted.

Locational Rates

- Some Cities/Towns provide different conveyances and cash-in-lieu requirements for different areas within their jurisdictions.

Work Completed to Date

Task 1: Current State Analysis

Development Scenario Review

- Developed four greenfield development scenarios and five urban centres and corridors development scenarios to illustrate the amount of parkland or cash-in-lieu that could be generated based on various parkland dedication/cash-in-lieu approaches;
- Parkland approaches that were used include:
 - Planning Act standards (5% dedication rate, 1 ha per 300 dwelling unit, 1 ha per 500 dwelling units);
 - Alternative standards (1.2 ha per 1000 people, 25% dedication rate, 10% dedication rate);
 - ATMP target (2 ha per 1000 people);
 - Vaughan's current rate (\$8,500 per dwelling unit);
- For every urban centre and corridor scenario produced, Vaughan's current rate **generated less** cash-in-lieu than the Planning Act standards did;
- The ATMP target of 2 ha per 1000 people **generated more** cash-in-lieu than the 1ha per 500 units (the maximum allowable amount under the Planning Act) for every single scenario produced.

Work Completed to Date

BILD York Region Chapter Consultation

What we heard

Flexibility and Creativity

- Allowing for **flexibility and creativity** in the type of parkland that is accepted (e.g. POPs, strata, trails, multi-use parks) and the programming allowed within these parks is crucial;
- **Off-site** dedication policies should be considered;
- The City should consider redefining **active and passive uses** to reflect the changing ways in which parks are being used, especially within an urban setting.

Intensification Areas

- Consider introducing a **graduated approach** to parkland dedication within these areas, reducing conveyance requirements as the density increases;
- **Parkland costs** within these areas is a major concern;
- Need a **clear strategy** or parkland master plan in place to guide parkland dedication, as it currently feels ad hoc, and is dealt with on a case-by-case basis.

Work Completed to Date

BILD York Region Chapter Consultation

What we heard

Land Value and Land Calculation

- Consider implementing **standardized land value rates** for different areas, as it can provide certainty for the development community;
- Percentage of land area calculations are **not always appropriate**.

New Community and Greenfield Areas

- Consider allowing **parkland within the Greenbelt area**;
- Delivering parks in Greenfield areas will be **different than parks in intensification areas**.

Key Topics to be Considered

Parkland Hierarchy

The following items are to be identified during Task 2 and will inform the development of the Guideline Document:

- Need to confirm and articulate the Vaughan Parkland Hierarchy, and provide details of scale and use characteristics;
- Need to identify the key components of Vaughan's Urban Structure as they are identified in the Official Plan i.e. Strategic Growth Areas and Delineated Greenfield Areas;
- Need to consider whether the approaches to parkland dedication are the same for both Strategic Growth Areas and Delineated Greenfield Areas.

Key Topics to be Considered

Ownership Options

Further, there are a number of City ownership options that need to be understood and addressed in the development of the Guideline:

- Fee Simple Parkland
- Strata Parks
 - Should Strata Parks be accepted as Parkland Dedication? Should Strata Parks be discounted? If yes, by how much?
- Privately Owned Public Spaces (POPS)
 - Should POPS be accepted as Parkland Dedication? Should POPS be discounted? If yes, by how much?
- Private and Semi-Private Amenity Spaces
 - Do these types of spaces play a role in the City's Parkland Dedication regime?

Key Topics to be Considered

Parkland Dedication Rates

There are many different approaches to parkland dedication that may be considered. Which approach is best suited for use by the City of Vaughan?

Residential

- Planning Act permissions? - 5% dedication rate, 1 ha per 300 dwelling units + 1 ha per 500 dwelling units
- Land Area Caps? - 5% to 25% dedication rate, something greater?
- Per Unit Fee? Current per unit fee or a doubling of the per unit fee?
- Graduated Approach?

Commercial/Industrial

- Planning Act permissions? – 2% dedication rate

All Other Land Uses

- Planning Act Permissions? – 5% dedication rate

Mixed Use Developments

- Primary Use?
- Pro-rated Formula?

Key Topics to be Considered

Exemptions

What exemptions should be considered from the requirement to dedicate parkland?

- City of Vaughan, Region of York projects?
- Board of Education, College/University?
- Religious Institutions?
- Hospital + Long-Term Care Facilities?
- Affordable Housing projects?
- Not-For-Profit projects?
- Development of land within a Heritage Conservation District?
- Additional Dwelling Units?

Guideline Document

Next Steps

The Planning Partnership and Parks Planning

1. Continue to complete Task 2: Research and Principal Framework, including the development of an Analysis Study and Report as well as a Principle Framework and Table of Contents for the Guideline Document;
2. Conduct additional stakeholder consultation sessions during Task 3;
3. Prepare a first Draft of the Parkland Dedication Guideline Document.

Comments and Questions?



Thank You.

