



DEVELOPMENT & INFRASTRUCTURE SERVICES/PLANNING & BUILDING SERVICES
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INFORMATION REPORT

DEVELOPMENT AND INFRASTRUCTURE SERVICES/PLANNING & BUILDING SERVICES – PLANNING REPORT 2014-47

December 15, 2014

TO: Mayor Van Bynen
Members of Council
Chief Administrative Officer
SLT

SUBJECT: Alternative Parkland Dedication Scenarios

ORIGIN: Planning and Building Services

Purpose of this Report

The purpose of this report is to provide an overview of how future parkland in the Newmarket Urban Centres Secondary Plan and other planned intensification may be required and funded.

This information will assist Council in its consideration of strategic property acquisitions, particularly within the Urban Centres.

The report provides a comparison of the land and/or cash in lieu generated by the current residential 5 % parkland dedication vs a number of possible alternative parkland dedication scenarios.

This information is being circulated in anticipation of a Parkland Dedication Bylaw being presented for Council's consideration in 2015 to meet the needs of existing and future residents within the Urban Centres and other new developments within the Town.

In accordance with the Procedural By-law, any member of Council may request that this Information Report be placed on an upcoming Committee of the Whole Agenda for discussion.

Background

Planning Act was amended in 1990 to provide for alternative parkland dedication in recognition that the 5 % parkland dedication, which typically applied to ground related greenfield plans of subdivision, was not sufficient for higher density urban form development. It was apparent that parkland inequities was being created as significantly less park space was being provided to higher density development, notwithstanding the reduced private open space associated with

this form of development (e.g., apartments and townhomes typically have limited private amenity space in the form of balconies or backyards and therefore would have more reliance on public spaces).

OPA # 7 to the Town's Official Plan

In August 2012, Amendment # 7 to the Town's Official Plan was approved and included the provision for alternative parkland dedication up to **1 ha per 300 dwelling units** for "parks or other public recreational purposes" as provided for in the *Planning Act*(Section 42(3)).

This provision is required to be contained in Official Plans to enable municipalities to implement an Alternative Parkland Dedication By-law. The inclusion of this provision in the Official Plan received no appeals to the OMB.

An Alternative Parkland Dedication By-law is under preparation by staff and is expected to be brought forward in 2015 for Council's approval. There is **no appeal** to the OMB of Council's decision to adopt a Parkland Dedication By-law.

The Parks Policy Development Manual

The Parks Policy Development Manual was adopted by Council in November 2012 and establishes standards for parkland to apply Townwide, as follows:

- Town Parks – 1.0 ha per 1,000 residents
- Community Parks – 0.5 ha per 1,000 residents
- **Neighbourhood Parks – 0.7 ha per 1,000 residents**
- Urban Squares and Plazas – combined with Neighbourhood Parks
- Passive Green Space – by opportunity (not at the expense of active parkland)

Within the Urban Centres, only the Neighbourhood Parks standard has been applied for the purpose of determining the minimum Neighbourhood Parks required to serve the planned 33,000 residents within the Urban Centres. Based on the Parks Policy Development Manual standard of 0.7 ha per 1000 residents, approximately 23.1 ha will be required in the form of Neighbourhood Parks to serve the future residents.

Additional Community and Town Parks will be required to meet the Town wide standard, which will serve the Town as a whole, including the Urban Centre residents.

Comments

Table 1 provides a summary of the parkland requirements and cash in lieu equivalent within the Urban Centres based on the existing 5 % parkland dedication in comparison to a number of Alternative Parkland Dedication scenarios.

The salient points of Table 1 are summarized below:

- 1 The minimum Neighbourhood Parkland requirement is **23.1 ha** in keeping with the Neighbourhood Parkland standard (0.7 ha per 1000 residents).

- 2 Based on 2013 cost of land assumptions the cost of the land alone would be in the range of **\$86.7 /\$92.4 million**.
- 3 The application of the current 5 % parkland dedication provisions would only require that 8 ha of parkland be dedicated (well below the parkland standard) - a shortfall of 15.1 ha, and a cash equivalent of \$30 mill - a shortfall of \$66.7 million.
- 4 The 5 % parkland dedication would not generate the required Neighbourhood Parkland to meet the Parkland standard of 0.7 ha per 1000 residents by build-out.
- 5 The cost of the 23 .1 ha of parkland identified in Table 1(\$86.7/92.4 million) is the cost of land only and does not include:
 - the cost of developing the park and associated landscaping, or
 - land required for other recreational purposes.
6. The Alternative Parkland scenarios are provided to demonstrate the potential land requirement and equivalent cash in lieu under four (4) potential alternative parkland dedication by-law provisions. Scenario 4 approximates the land requirement for Neighbourhood Parks only and does not include the cost of the other components identified in item 5 above.
7. The scenarios are provided for **demonstration purposes only** and have not considered the cost of developing the parks and or “other public recreational purposes”.

The Parkland Dedication Bylaw, prepared for Council’s consideration, will be supported by a clear rationale for the recommended provisions of the by-law to meet the needs and associated costs for parkland and “other public recreational purposes”.

However, it is apparent from Table 1 that substantially more land and revenue will be generated through an Alternative Parkland Dedication By-law than the current 5 % approach and will provide more assurance that the parkland and other public recreational needs as defined by the Town will be met.

Table 2 illustrates how the 4 alternative parkland dedications scenarios would compare to the current 5 % parkland dedication for 3 higher density development scenarios within the Urban Centres.

HUMAN RESOURCE CONSIDERATIONS

None applicable to this report.

BUDGET IMPACT

None applicable to this report.

CONTACT

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Table 1
Newmarket Urban Centres Parkland Requirements and Potential Cash in Lieu Generated by Future Development Based on Alternative Parkland Dedication By-law Scenarios

Time Frame	Projected Residents Units	Neighbourhood Parkland Standard ¹	Developable Area	Current 5 % Parkland Dedication based of 160 ha of developable area	Scenario 1 1ha/300 units (Maximum standard permitted by the Planning Act)	Scenario 2 1ha/400 units	Scenario 3 1 ha/500 units	Scenario 4 1ha/600 units ²
		0.7 ha/1000 residents	160 ha					
Build-out	33,000 residents 15,900 units	23.1 ha		8.0 ha	53 ha	39.75 ha	31.8 ha	26.5 ha
Cost of Land Assumption (2013) \$3.75 Mill /\$4 Mill per ha	Build out	\$86.7 /\$92.4 Mill		\$30/32 Mill	\$193.75/\$212 Mill	\$149/\$159 Mill	\$119.25 /\$127.2 Mill	\$100/\$106 Mill

¹ Only the Neighbourhood Parkland standard of 0.7 ha per 1000 residents from the Parks Policy Development Manual has been applied in this chart as larger scale Community and Town Parks will generally need to be accommodated outside the Urban Centres.

² The above chart includes 4 Scenarios as examples of the revenue generated through an Alternative Parkland Dedication By-law. For the purpose of this illustration, the complete cost of parks and “other public recreational purposes” permitted by the *Planning Act* have not been included. Only the cost of the Neighbourhood Parkland acquisition has been include for this exercise. The analysis for the Parkland Dedication Bylaw will need to take into consideration the cost of the actual development of the parks, (e.g., park facilities, landscaping, etc.), other the land or development for “public recreational purposes” such as recreational facilities, or the cost of trails and their development.

A complete analysis will be required for the development of the Parkland Dedication By-law to finally determine the appropriate parkland dedication standards for Newmarket. The need and cost of other public recreational uses will be based primarily on the Recreational Master Plan currently under study, and trail development e.g. trails proposed through the Active Transportation Network, Trail Master Plan(to be developed) and the connectivity required by the Secondary Plan.

Table 2

Examples of the Application of the Current 5 % Parkland Dedication Relative to an Number of Alternative Parkland Dedication Scenarios that may be Included in the Future Alternative Parkland Dedication By-law

Examples of Proposed Development Cash in Lieu is based on the following ranges (2013): \$3.75 mill. /\$4.0 mill. per ha	Current 5 % Parkland Designation	Scenario 1 1 ha/300 units (Maximum standard permitted by the Planning Act)	Scenario 2 1 ha/400 units	Scenario 3 1 ha/500 units	Scenario 4 1 ha/600 units
200 Unit Development on 1 ha Parkland Dedication in ha Cash in Lieu (\$3.75 mill. /\$4.0 mill. per ha)	0.05 ha \$187,500 / \$200,000	0.666 ha \$2.5 /\$2.66 Mill	0.5 ha \$1.875 /\$2.0 Mill	0.4 ha \$1.5 /\$1.6 Mill	0.333 ha \$1.25 /\$1.33 Mill
40 Unit Development on 0.3 ha Parkland Dedication in ha Cash in Lieu (\$3.75 mill. /\$4.0 mill. per ha)	0.015 ha \$56,250/\$60,000	0.1333 ha \$500,000/\$533,200	0.1 ha \$375,000/\$400,000	0.08 ha \$300,000/\$320,000	0.06 ha \$225,000/\$240,000
360 unit on 1 ha Parkland Dedication in ha Cash in Lieu (\$3.75 mill. /\$4.0 mill. per ha)	0.05 ha \$187,500/\$200,000	1.2 ha \$4.5/\$4.8 Mill	0.9 ha \$3.375/\$3.6 Mill	0.72 ha \$2.7/\$2.88 Mill	0.6 ha \$2.25/ \$2.4 Mill