



Markham Parkland Acquisition Study

Development Services Committee

April 20, 2022



AGENDA

- 1. Study Progress and Updates – Hemson**
- 2. Markham's Parks Plan – The Planning Partnership**
- 3. Parkland Acquisition Strategy Approach and Considerations – Hemson**
- 4. Discussion**



Study Progress and Updates



Parkland Acquisition Study Progress to Date

Phase 1 – Review of Context and Future Needs

- Review current policy, development trends, & historic acquisitions
- Parkland provision standard review
- Parks Plan analysis update
- Intro meeting with stakeholders
- **Education session with DSC**

September 2021 to February 2022

Phase 2 – Policy Development and Implementation Options

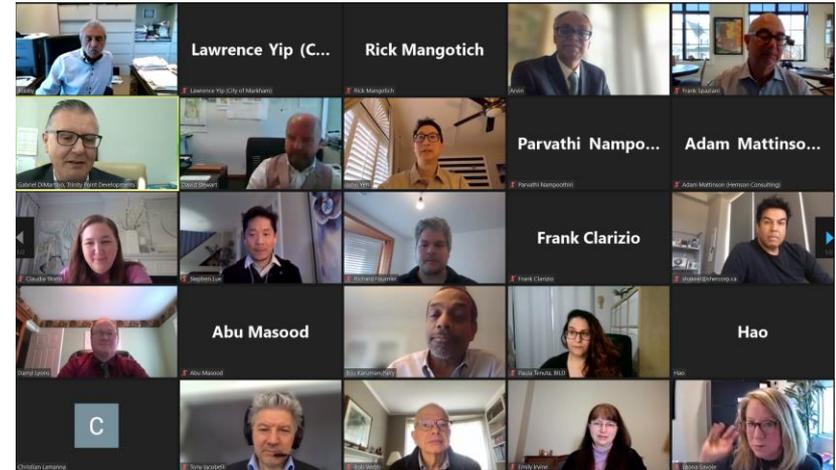
- Review policy alternatives
- Develop financial model to test policy implications against park need
- Draft Parks Plan Update
- Present update to stakeholders
- **Present update to DSC**

February 2022 to Today



Industry Stakeholder Update

- Presentation to City Builders Forum held April 12
- Provided update on Parks Plan and rate testing directions
- Feedback included:
 - Balanced approach towards Parkland provision & tackling affordability issues
 - Consider Parkland within Greenbelt lands
 - Provide 100% credit for:
 - Encumbered parks (Dual use facilities/ SWM tanks)
 - Strata parks (underground parking below parks)
 - Provide reduction in parkland obligation for affordable housing provision





Municipal Comparators

	TORONTO	MISSISSAUGA	BRAMPTON	VAUGHAN	RICHMOND HILL	MARKHAM
Study Progress	Draft By-law and OPA presented	Draft rates presented	Draft rates under review	Draft rates under review	Parks Plan Key Directions and Preliminary Need	Rates under review
City-wide Parkland Provision Target (Per 1,000 People)	No defined target (1.2 ha considered 'low provision area')	1.2 ha (12% of UGC and Major Nodes by 2041 + 1.2 ha / 1,000 in all other residential areas)	1.6 ha	2.0 ha	1.37 ha	1.2ha
Proposed Alternative Rate Requirement	0.4 ha / 300 units Up to maximum 15 - 25% of site (depending on residential density)	PA Max Up to maximum of \$25,112 per unit	TBD Current: <i>PA Max</i> Up to greater of \$4250/unit or 10% of site	TBD Current: <i>PA Max</i> Up to a maximum of \$8,500 per unit	TBD Current: <i>PA Max</i> Up to maximum of \$10,000 per apartment or \$11,500 per townhome	TBD Current: <i>PA Max</i> Up to 1.2 ha per 1,000 residents

PA Max: 1 ha per 300 units land, 1 ha per 500 units CIL



Markham's Parks Plan



Parks Plan Overview

- > The Value of Parks & Open Space Network
- > Planning Policy Overview
- > Trends Affecting Parks & Recreation Planning
- > Markham's Current Parkland System
- > Policy & Parkland Benchmarking
- > Parkland Tools & Policies
- > Preliminary Considerations
 1. Existing Parkland System Supply and Distribution
 2. Meeting the City's Parkland Target of 1.2 ha/1,000 people
 3. Establishing a Context Appropriate Parkland Hierarchy
 4. Achieving the City's Parkland System
 5. Acquiring Land/Cash-In-Lieu of Land
 6. Options for the Ownership of the City's Parkland System
 7. Understanding Cash-In-Lieu of Parkland
 8. Designing the Parkland System



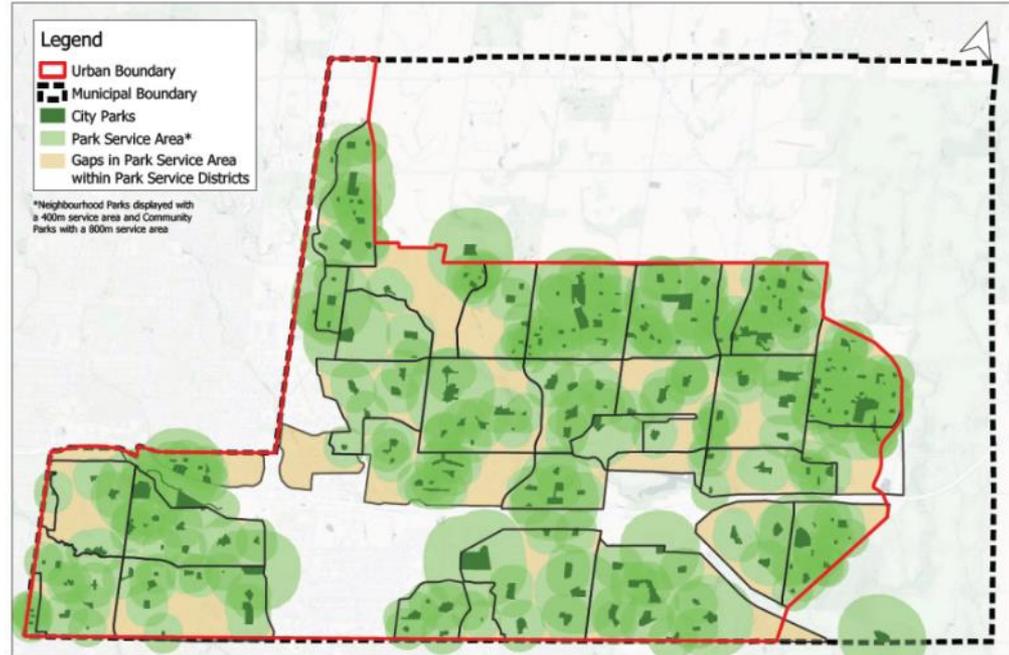


1. Existing Parkland System Supply Distribution

Key Takeaways:

- Existing Parkland = **423.5 ha**
- Current parkland provision = **1.20 ha/1,000 residents**

Park Typologies	Parkland Provision (ha)
Community Parks	131.9
Neighbourhood (Active) Parks	264.6
Parkettes	27.9
Urban Squares	0.7
Urban Parkettes	2.6
TOTAL	423.5



City of Markham // City Park Locations & Park Service Area Coverage



2. Meeting the City's Parkland System Target of 1.2 hectares/1000 people

Key Takeaways:

- Markham is expected to grow by 90,000 people by 2031
- To maintain OP Target of 1.2 hectares/1000 people, the City need to acquire 108 hectares of new park space.

Consideration:

- The City continue to utilize the Parkland System Target of 1.2 hectares/1000 people.
- To achieve that Target, the City shall utilize the following acquisition tools:
 - > The parkland dedication/cash-in-lieu provisions of the Planning Act;
 - > Public acquisition, Land exchanges; Donations, gifts, bequests; and other methods, deemed appropriate by the City.

Estimated New Parkland Demand 2022 - 2031

New Population (net in built up area)	90,000
Parkland Demand (1.2 ha per 1,000)	108.0 ha
Future Secured Parkland (Subdivision Registered + Site Plan Approved)	29.6 ha
Net Parkland Need (Yet to be Secured)	78.4 ha



3. Establishing a Context Appropriate Parkland Hierarchy

Established Residential Communities and Delineated Greenfield Residential Communities

Key Takeaways:

- Parkland within Secondary Plans, Precinct Plans or Comprehensive Block Plans, will be acquired or secured by the City over time using the array planning tools and legal instrument available to the City.
- Identified City Parks are part of the City's established Parkland System Target of 1.2 hectares/1000 people.

Consideration:

- *Identify the following parkland hierarchy identified in the Official Plan for implementation for it's established communities and within delineated greenfield residential communities.*

City-Wide Parks (CWP) >12 ha

Community Park (CP) >6 ha

Neighbourhood Park (NP) various types and sizes





3. Establishing a Context Appropriate Parkland Hierarchy

Urban Park Hierarchy for the Intensification Areas

Consideration:

- Identify an urban parkland hierarchy consisting of **Urban Square** and **Urban Parkette** category identified in the Official Plan, as well as any other context-appropriate urban park typology.
- All spaces identified within the urban parkland hierarchy shall generally meet the following criteria:
 - Frontage on at least one public streets;
 - 5 to 10 minute walk within Intensification Area
 - Not be encumbered by utilities, servicing, or other such uses that would take away from the enjoyment or use of the park.
- Establish an appropriate Urban Parkland System within the **Intensification Areas** that will ultimately be identified within City-adopted Secondary Plans, Precinct Plans or Comprehensive Block Plans.





4. Achieving the City's Parkland System

Ensuring an Equitable Distribution of Park Spaces

Key Takeaways:

- The City should generate enough parkland/cash-in-lieu of parkland to ensure that the Parkland System Target of 1.2 hectares/1000 people is achieved in 2031.

Consideration:

- *Parkland within the new greenfield residential communities will be **comprehensively planned** and achieved as those communities build out over time.*
- *Parkland within the Intensification Areas will not achieve the Parkland System Target, and will therefore, in addition to achieving the Intensification Area Target, need to generate cash-in-lieu and/or provide off-site land dedications, preferably in **proximity** to intensification Areas, to off-set identified parkland shortfalls.*



4. Achieving the City's Parkland System

Park Service Districts

Consideration:

- The Park Service Districts with the lowest provision rates shall become a **key priority** for parkland acquisition activity, utilizing all of the parkland securement tools identified.*





5. Acquiring Land/Cash-In-Lieu of Land

Consideration:

- The City requires parkland dedication for various development types and land uses with the following criteria:

Land Use	Proposed Rate	CIL Rate
Greenfield and all Other Residential Outside of Intensification Areas	Greater of 5% or 1.2 ha / 1,000 people*	1 ha / 500 units
Commercial & Industrial	2% of Gross Land Area	2% of Gross Land Area
All other non-residential	5% of Gross Land Area	5% of Gross Land Area

* Up to a maximum of 1 ha / 300 units





5. Acquiring Land/Cash-In-Lieu of Land

Residential and Mixed Use Development in Intensification Areas

Key Takeaways:

- Identify a parkland dedication/ cash-in-lieu requirement that is fair and consistent within the City's Intensification Areas.
- Establish a standard that is not a substantive barrier to ongoing investments and intensification initiatives, while delivering an appropriate urban Parkland System.
- Generates the opportunity (either by providing off-site land dedication, or cash-in-lieu of land) to provide additional parkland elsewhere within the City, preferably in proximity to the affected Intensification Area, in support of the City's Parkland System Target of 1.2 hectares/1000 people.

Consideration:

- *The Considerations in this Section are the focus of the work being carried out by Hemson.*



6. Options for the Ownership of the City's Parkland System

Ownership Options for the Parkland System within:
Established Communities and New Greenfield Residential Communities

Consideration:

- *Where land is to be considered as a parkland dedication contribution under the Planning Act, the City should require fee simple terra firma dedication for all Parkland System elements within the established communities and new greenfield residential communities.*

Ownership Options for the Urban Parkland System within:
Intensification Areas

Consideration:

- *Where land is to be considered as a parkland dedication contribution under the Planning Act, as a first priority, the City should require fee simple terra firma parkland dedication for all elements of the Urban Parkland System within the Intensification Areas.*
- *The City will undertake further study of other ownership options to assess the technical, legal, financial implications to the City.*
- *Detailed criteria and recommendations for strata parks will be part of a future study.*



7. Understanding Cash-In-Lieu of Parkland

Who decides when cash-in-lieu is acceptable?

Consideration: *It is recommended that the City clearly empower itself to determine, at its sole discretion, when cash-in-lieu is an acceptable approach, and when a land contribution will be required.*

Priorities for Cash-in-Lieu

Consideration: *It is recommended that the City state in the Parkland Dedication By-law, that land dedication always be the first priority, and that cash-in-lieu only be acceptable where no reasonable alternative exists, including the opportunity for an off-site land dedication elsewhere within the City. Cash-in-lieu of land shall only be considered under the following circumstances:*

- *Where the application of the parkland dedication requirements would render the remaining portion of the development site unsuitable or impractical for development;*
- *Where the amount of parkland dedication generated by the development proposal is insufficient to accommodate a reasonable park space;*
- *Where existing parkland is available and is deemed sufficient by the City in quantity and quality to accommodate further development in proximity to the proposed development; or,*
- *Where more suitable parcels of land are available for acquisition for public parkland purposes in other locations within the defined neighbourhood, or anywhere else within the City.*



7. Understanding Cash-In-Lieu of Parkland

Priorities for Cash-in-Lieu

Consideration: It is recommended that the City clearly identify that the parkland dedication metric within the Intensification Areas is intended to generate both a land dedication and cash-in-lieu. The cash-in-lieu generated within the Intensification Areas is to acquire lands within the Intensification Area where the proposed development is located and to include funds to acquire parkland outside of the Intensification Area for the purposes of the City achieving its Parkland System Target of 1.2 hectares/1000 people.





8. Designing the Parkland System

Consideration:

- The City should consider adopting a comprehensive set of Design Guidelines to more fully articulate the park hierarchy, and to provide design guidance to the various components of the City-wide Parkland System.*
- The Design Guidelines should include a discussion about the general parameters, including scale, the type of park services/facilities and the anticipated user groups for each component of the Park System Hierarchy.*





Parkland Acquisition Strategy Approach and Considerations



Financial Modeling Overview

- Tests impact of parkland provision scenarios on the cost and distribution of future parkland to 2031
- Based on DC forecast growth
- Will provide average per unit CIL estimate to achieve Parks Plan provision objectives
- Developing **three scenarios**: refinements are ongoing based on direction from Council and staff, and Bill 109 changes



Financial Model Scenarios

1. Historic Baseline – 1.2ha Citywide

- All parkland neighbourhoods reach 1.2ha/1,000 provision standard locally
- Most costly option, due to cost of achieving provision target in IAs
- Used as high-end benchmark to test other scenarios

2. Reallocation Approach – 1.2 ha Citywide

- CIL levied within IAs reallocated to areas with lower land values
- Currently testing “1/3” approach between IA, established communities, and opportunity areas
- Still achieves 1.2ha at a citywide level, but reduced in IAs

3. Site Cap Approach – Reduced Provision

- Applies a cap on a site-by-site basis based on % of site size in IAs only
- Currently testing low and high bookends (30%, 50%)
- Even with distribution, likely to result in lower citywide provision below 1.2ha



Other Model Inputs

- Model currently considers several policy details and their impact on overall costing of the alternative rate
 - **On-site Dedications:** assumed less land dedicated in IAs, more in FUA and other Established Residential Areas, rest as CIL
 - **Strata Parks:** assumed to make a part of on-site dedications in IAs only, credited at a lowered rate - AIP is also included
 - **Affordable Housing Exemptions:** will estimate the impacts of offering reductions or exemptions to parkland dedication requirements for projects that meet affordability criteria



Changes Proposed Under Bill 109

- Imposes maximum cap of 10-15% of site in Transit Oriented Communities
- TOC's established by the Province around new major transit
 - Exact boundaries uncertain
 - Langstaff identified, potential to include Yonge Corridor IAs, others?
- Also may require municipality to fully credit encumbered parks within TOC's





Challenges Presented by Bill 109



- Proposed caps will make it very difficult to achieve park provision standards – both in IAs and at city-wide level
- In infill context, 10% caps could result in local provision less than 0.1 ha per 1,000
- 100% credit for encumbered parks within TOC's limit opportunities to buy larger parks elsewhere, local programming, may cost City more



Next Steps and Discussion



Next Steps

- Refine and finalize financial policy impact model scenarios
- Identify preferred policy scenarios
- Continue to assess impacts of Bill 109 as more information becomes available
- Identify implementation options for policy update
- Present findings to DSC in May



Questions and Discussion

