

City of Toronto Parkland Acquisitions from 1998-2009

Date:	May 7, 2010
To:	Parks and Environment Committee
From:	Brenda Patterson, General Manager, Parks, Forestry and Recreation
Wards:	All
Reference Number:	P\2010\Cluster A\PFR\PE30-052110-AFS#11347

SUMMARY

This report reviews parkland acquisitions achieved by the City since Amalgamation and provides an overview of the land acquisition activities during that period. The report outlines the Council approved policies and strategic directions that guided these activities, particularly the Official Plan policies and the principles outlined in the Parkland Acquisition Strategic Directions Report (PASDR), which was adopted in November 2001. The report examines the Division's acquisitions over two time periods – the period between 1998 and 2001, before the new city-wide policies and strategic directions were developed and the period between 2002 and 2009, after the new policies and directions were approved by Council and came into effect.

Most of the land purchases recommended by staff were guided by the policy directions for parkland acquisition that are included in the Official Plan, Parkland Acquisition Strategic Directions Report, the Recreation Facilities Report or other Council approved policies. However, some purchases resulted from Council directions to acquire sites in medium or high parkland provision areas for various reasons, such as, the preservation of sites having cultural or historical significance, or to acquire surplus school sites in order to expand existing parks or to retain public open spaces that would otherwise be lost.

Parks, Forestry & Recreation staff are recommending that the Parkland Acquisition Strategic Directions (PASDR) report be updated and refined and that this updated report be informed by the proposed School Lands Property Acquisition Framework and Funding Strategy. The proposed framework report, as amended, was recommended for adoption, by the Executive Committee, at its meeting of April 19, 2010. The item will be before Council for consideration on May 11-12th, 2010. If adopted, this corporate acquisition framework will inform both the Park Plan and the PASDR update, which will, in turn,

inform the Parks, Forestry & Recreation Division's capital budget priority setting for land acquisitions.

RECOMMENDATIONS

The General Manager of Parks, Forestry and Recreation recommends that:

1. the Parkland Acquisition Strategic Directions Report be updated and refined as part of the city-wide Park Plan, which will be used to guide staff in making the City's parkland acquisition decisions; and
2. the Parks, Forestry & Recreation Park Plan and updated Parkland Acquisition Strategic Directions Report be informed by the approach proposed in the School Lands Property Acquisition Framework and Funding Strategy, as amended by City Council.

Financial Impact

There are no financial implications resulting from the adoption of this report.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

This report responds to various Council requests for information relating to how revenues obtained from cash-in-lieu of parkland dedications have been used to obtain parkland across the city.

At its meeting of April 7, 2009, Executive Committee requested that "the General Manager, Parks, Forestry and Recreation, report to the Parks and Environment Committee on the status of implementing the Parkland Acquisition Strategy – North District Civic Centre, along with any needed recommendations to update the strategy."
<http://www.toronto.ca/legdocs/mmis/2009/ex/reports/2009-04-07-ex31-cr.htm>

At its meeting of August 5 and 6, 2009, City Council referred Motion MM38.12 to the Parks and Environment Committee, requesting staff to evaluate and report on the success of the City's Parks Cash-in-lieu Policy. This motion was expanded by the Parks and Environment Committee on September 23, 2009, through item PE25.3, by also requesting "an evaluation of the success of the Park's Cash-in-lieu Policy in establishing new parkland, on refurbishing and expanding existing parks in park deficient areas of the City and to include criteria for distributing the parks levy"
<http://www.toronto.ca/legdocs/mmis/2009/cc/decisions/2009-08-05-cc38-dd.htm>
<http://www.toronto.ca/legdocs/mmis/2009/pe/decisions/2009-09-23-pe25-dd.htm>

The following Council adopted reports are also important policy references to this report:

- *Parkland Acquisition – North York Community*

At its meeting of April 27, 28 & May 1, 1998, City Council adopted Report No. 2, Clause 32(e), *Parkland Acquisition – North York Community* from the Commissioner of Parks and Recreation providing information on the results of Phase 1 of the Parkland Acquisition Program conducted in the former City of North York during 1997 and seeking Council’s authority through the Capital Budget process to continue with Phase II of the same program as previously approved by North York Council.

Link to City Council agenda:

<http://www.toronto.ca/legdocs/1998/agendas/council/cc/cc980304/ny2rpt/cl032.htm>

Link to City Council Meeting Minutes (see page 13):

<http://www.toronto.ca/legdocs/1998/minutes/council/cc980304.pdf>

- *Cash-in-lieu of Parkland Allocation Policy*

At its meeting of July 27, 28, 29, and 30, 1999, City Council adopted Clause 1 contained in Report No. 2 of the Planning and Transportation Committee, entitled “Further Report on Proposed Use of Funds Generated from Cash-in-lieu of Parkland Dedication”, which established the current allocation policy.

<http://www.toronto.ca/legdocs/1999/minutes/council/appa/cc990727/plt2rpt.htm>

- *Parkland Acquisition Strategic Directions Report (All Wards)*

At its meeting of November 6, 7 and 8, 2001, City Council adopted Report No. 10, of the Economic Development and Parks Committee which established a general framework and approach to establish parkland acquisition directions, identified priority areas and themes and provided a basis from which to guide more detailed parkland acquisition planning.

<http://www.toronto.ca/legdocs/2001/agendas/council/cc011106/edp10rpt/cl010.pdf>

- *Alternative Parkland Dedication By-law*

At its meeting of December 11, 12, and 13, 2007, City Council adopted Parks and Environment Committee Item PE11.3 which recommended the enactment of a by-law to create a higher (alternate) rate of parkland dedication in Council endorsed areas of the city. By-law No. 1420-2007, being a by-law “to amend Municipal Code Chapter 415, *Development of Land, to provide an alternate rate for the conveyance of land for park purposes as a condition of residential development*”, was enacted on December 13, 2007 to implement PE11.3 and came into effect on January 1, 2008.

<http://www.toronto.ca/legdocs/bylaws/2007/law1420.pdf>

<http://www.toronto.ca/legdocs/mmis/2007/pe/reports/2007-11-28-pe11-cr.pdf>

- *School Lands Property Acquisition Framework and Funding Strategy*

At its meeting of April 1, 2010, Executive Committee adopted item EX43.2 which recommended a school lands property acquisition framework that identifies and prioritizes properties that could be made available for sale by local school boards and the

Toronto Lands Corporation (TLC) as well as a proposed a funding strategy for the potential purchase of specific properties that have been identified as corporate priorities. This report will be on the May 11, 2010 City Council agenda.

<http://www.toronto.ca/legdocs/mmis/2010/ex/decisions/2010-04-19-ex43-dd.htm>

ISSUE BACKGROUND

The City's primary tool for acquiring new parkland is the parkland dedication by-law which establishes requirements for developers to either *dedicate* a portion of their sites to the City for public parkland or, where a dedication is not appropriate, requires a cash-in-lieu of parkland payment. The cash-in-lieu payments, held in Parks, Forestry & Recreation reserves, are allocated by Council policy, to both develop parks and recreation facilities and to purchase parkland. This tool and allocation policy are explained below.

1. Parkland Dedication Requirements

The *Planning Act* establishes the authority for municipalities to require a parkland dedication or cash-in-lieu payments as a condition of development or redevelopment of land under Sections 42 (development), 51.1 (subdivision) and 53 (consent). The amount of dedication required depends on the type of development and is specified by the Act: 2% for industrial and commercial uses, 5% for all other uses or an "alternative" parkland dedication requirement for residential uses in identified parkland acquisition priority areas. City Council has embodied this parkland dedication policy, along with an alternate rate policy, in its Official Plan.

1a. Dedication of Parkland

A parkland dedication from development is generally preferred over a cash-in-lieu payment because the City is able to increase parkland to serve the needs of residents in areas where growth is occurring. Unlike land purchases, a parkland dedication must be located either on a development site or near it. The geographic pattern of parkland dedications is more reflective of development activity than land purchases, which are more discretionary in nature. Simply put, where there is less development occurring, there are fewer opportunities to receive parkland dedications.

Parkland dedication is also dependent on the suitability of the development site for providing a dedication. Where development occurs on a small lot, the amount of land for a usable park, as well as its size, shape and location on the property may render the area unsuitable for a public park. Developments occurring on larger sites, typically outside the downtown core, are more likely to be able to provide parkland dedications, while additions to existing buildings or high density residential developments occurring in the downtown core are more likely to provide a cash-in-lieu payment. Where a development is subject to a parkland dedication requirement and is unable to provide a land dedication, a cash-in-lieu payment is required and used, in part, for purchasing parkland.

1b. Cash-in-Lieu of Parkland Dedication Payments

Where it is determined that developers are unable to convey suitable parkland, the *Planning Act* allows a municipality to require a cash-in-lieu of parkland payment. Section 42(15) of the *Planning Act* specifies that monies collected in lieu of parkland dedication must be paid into a reserve account and can only be used for land acquisition (for parks and other public recreation uses) or the development of parks and recreation facilities.

Although the Act states that the use of cash-in-lieu revenues must be for capital investments for the above noted purposes, municipal Councils are empowered to develop their own policies on how these revenues are allocated to acquire land, undertake capital improvements in parks and construct or improve recreational facilities.

1c. Proposed City-wide Parkland Dedication By-law

The parkland dedication by-laws of the six former municipalities remain in full force and effect. These by-laws all differ, as each municipality allowed for different exemptions for certain types of development within their individual jurisdictions. This inconsistent and inequitable approach to parkland dedication requirements will change with the adoption of city-wide parkland dedication requirements as identified in this report.

The General Manager of Parks, Forestry & Recreation has submitted a report to the May 17, 2010 Executive Committee, entitled, “Proposed Municipal Code Amendment – City Wide Parkland Dedication By-law”, which seeks to harmonize the parkland dedication by-laws and policies of the six former municipalities into the Toronto Municipal Code, Chapter 415, Development of Land. The proposed new city-wide by-law will provide a consistent and equitable set of requirements for development across the city. This city-wide approach will also harmonize exemptions for certain types of development and, thereby, have the effect of removing exemptions from some areas of the city, while introducing exemptions where they have not previously existed. The end result will be a fairer and more consistent set of requirements, such that similar development applications will all have the same parkland dedication requirements and be subject to the same exemptions across the city.

1d. Alternate Rate By-law

The City of Toronto Official Plan Policy 3.2.3.4 also provides for an Alternative Parkland Dedication Rate of 0.4 hectares per 300 dwelling units for all residential developments located in Council endorsed Parkland Acquisition Priority Areas. The Alternative Parkland Dedication Rate by-law (*Municipal Code, Chapter 415, Article III – Conveyance of Land for Park Purposes as a Condition of Development*) came into effect on January 1, 2008, and allows the City to require parkland dedications of up to 20% of the development site, thereby providing the City with greater opportunity to acquire new and expanded parks.

The Alternative Parkland Dedication Rate is only applied to residential developments located within identified Parkland Acquisition Priority Areas (PAPAs), as well as to any residential developments occurring in Employment Areas, Mixed Use Areas or within Avenues, as identified in the Official Plan. These areas were identified using research undertaken for the Parkland Acquisition Strategic Directions Report (PASDR), described in greater detail later in this report, as well as through a review, with City Planning staff, of known or anticipated residential growth/development pressures across the city.

2. Cash-In-Lieu of Parkland Allocation Policy

The City of Toronto's Cash-In-Lieu of Parkland Allocation Policy was adopted by Council in July, 1999, to enable the recently amalgamated Parks and Recreation Division to establish its annual Capital Budget priorities, as well as its long-term priorities in the five and ten-year Capital Plan. The policy stipulates that these revenues are to be apportioned equally between financing parkland acquisitions and financing capital expenditures on park and recreation facilities, at both the district and city-wide levels, as set out below:

Fifty percent for the acquisition of lands for parks and recreation purposes further divided as follows:

- Half of which is to be used to acquire parkland throughout the city where priorities have been identified; and
- Half of which is to be used to acquire parkland within the district where the funds were generated and priorities have been identified; and

Fifty percent for the development of parks and recreation facilities further divided as follows:

- Half of which is to be used to develop and upgrade parks and recreation facilities throughout the city where priorities have been identified; and
- Half of which is to be used to develop and upgrade parks and recreation facilities within the district where the funds were generated and priorities have been identified. (Under this policy, Community Councils have the option of recommending to City Council, through the appropriate standing committees, that all or part of their District parkland development monies be allocated to parkland acquisition within their jurisdictions.)

In addition, the City's Official Plan introduced a provision for cash-in-lieu payments under the Alternative Parkland Dedication Rate. Although the first 5% of such cash-in-lieu payment received is deposited according to the Cash-In-Lieu Allocation Policy (as set out above), Official Plan Policy 3.2.3.5h states that any payments of cash-in-lieu received in excess of 5 percent will be used to acquire parkland that is accessible to the area in which the development is located or to improve parks in the vicinity of the

development. The Alternative Parkland Dedication Rate by-law was adopted in December 2007 as Municipal Code Chapter 415 Article III and came into effect for all new applications received as of January 1, 2008. The allocations described above are illustrated by the following graphic:

	Cash-in-lieu Allocation (5% or below)		Alternative Rate Cash-in-lieu Allocation (Above 5%)
	City Wide	District	
Land Acquisition	25% Acquire parkland throughout the City*	25% Acquire parkland within the District*	Acquire parkland <u>accessible to</u> the area in which the development is located
Park Development	25% Develop and upgrade parks and recreation facilities throughout the City*	25% Develop and upgrade parks and recreation facilities within the District*	Improve parks <u>within the vicinity of</u> the development

* Where priorities have been identified

When cash-in-lieu of parkland payments are received, they are held in reserve accounts and provide an important source of revenues for the Parks, Forestry & Recreation Division's capital budget. The fifty percent portion of these funds (both local and city-wide) that are allocated to service improvement projects are reflected in the Council approved Parks, Forestry and Recreation annual capital budget and 5 & 10 year capital plans. The other fifty percent (both local and city-wide) that is allocated to parkland acquisition has generally been invested in areas where parkland provision levels were low. All land acquisition recommendations of Parks, Forestry and Recreation staff require approval by City Council. In making recommendations to Council, staff are guided by the Official Plan policies and principles, as well as, by Council approved divisional policies.

When alternative rate cash-in-lieu of parkland payments are received, the first 5% is held in the above mentioned four separate reserve accounts and invested according to the Cash-In-Lieu Allocation Policy noted above. The amount above the first 5% is deposited into an Alternative Rate Parkland Reserve account and is to be used as per the Official Plan policy, to either acquire parkland accessible to the area in which the development is located or to improve parks within the vicinity of the development.

3. Other Revenue Mechanisms and Sources of Parkland

In addition to the revenues generated from cash-in-lieu of parkland dedication payments, Parks, Forestry & Recreation Division also benefits from two other revenue sources

resulting from development. Each has its own set of legislated requirements. They include Section 37 revenues and revenues obtained from development charges. Section 37 of the *Planning Act* allows a municipality to enter into agreements with land developers to permit increases in the height or density of a development that would not otherwise be permitted by the Official Plan, in exchange for the provision of “community benefits” by the developer. These benefits can include additional parkland or funds that can be used for either land acquisitions or for park and recreation capital improvements in the vicinity of the development site¹.

The *Development Charges Act* allows Ontario municipalities to impose charges on development to help recover a portion of the growth-related costs associated with the capital infrastructure needed to service new development. City Council enacted a new Development Charge By-law on February 25, 2009. The funds obtained under this by-law can be used to develop new recreation facilities or to expand existing ones to accommodate population growth. They can also be used to acquire development sites for new or expanded indoor recreation facilities that are required as the result of growth, but cannot otherwise be used to purchase parkland.

In addition to parkland acquired through either conveyance or purchase, jurisdictional transfers of surplus properties from other City Divisions or Agencies, Boards or Commission (ABCDs) have contributed significantly to the expansion of City parkland over the past several years. Since Amalgamation, Parks, Forestry & Recreation Division has acquired approximately 47 hectares of parkland through jurisdictional transfers which have expanded the City’s park and open space system. Although some of these transferred parcels are situated in areas of low parkland provision, others were obtained in locations that provided good opportunities to expand the existing park system.

Additionally, under a long standing maintenance agreement between the former Metropolitan Toronto & Region Conservation Authority (MTRCA) and the former Municipality of Metropolitan Toronto, Parks, Forestry and Recreation Division currently manages and maintains approximately 4,153 hectares of land that is owned by the Toronto and Region Conservation Authority (TRCA). These lands, which are generally located along the river valleys and the Lake Ontario shoreline, contribute significantly to the City’s publicly managed park and open space system.

4. Parkland Acquisition Plans & Policies

Council has adopted a number of important documents that help guide parkland acquisition decisions in the City. The 2002 Official Plan includes policies regarding the quantity, quality and location of new parkland acquisitions and the 2004 Parks, Forestry & Recreation Strategic Plan, “*Our Common Grounds*”, identifies goals and objectives for achieving environmental stewardship, as well as providing facilities for active living,

¹ The November 2007, City Council Implementation Guidelines for Section 37 of the *Planning Act*, stipulated that Section 37 agreements cannot provide for exemptions from or reductions to parkland or cash-in-lieu of parkland dedications.

both of which have land based requirements. The 2004 Recreation Facilities Report established direction for investing in specific types of recreation and included guiding principles to inform land acquisition based on priorities for new or expanded facilities, including sites for proposed community centre facilities, as well as sports field and trail planning & development.

The Parkland Acquisition Strategic Directions Report (PASDR), which was endorsed by City Council in November 2001, provides guidance to Parks, Forestry & Recreation staff in their parkland acquisition decision-making. The report provides general directions and establishes principles and priorities for parkland acquisition. The report addresses a range of parkland needs, but its primary focus is on *local park* provision across the City.

The report methodology applies a parkland provision index to a specific geography called a “Local Parkland Assessment Cell” (LPAC). Each cell is separated from another by major physical barriers (e.g. railway lines, major roadways, river valleys, etc.) that restrict safe pedestrian access to local serving parkland. In the PASDR report, the whole city was mapped with “LPAC” cells. Although the LPACs tend to correspond with the City’s neighbourhood boundaries, they provide a finer lens than “neighbourhoods”, thereby allowing for a more detailed understanding of the amount of local serving parkland that exists to serve the needs of local residents.

Within each LPAC, the amount of local serving parkland is measured and compared to the local population thereby generating a *local parkland provision level* for that cell. The resultant index is the number of hectares of local parkland per 1,000 population. The report established five ranges (quintiles) of local parkland provision and compares provision levels of each LPAC to all others, ranging from the lowest to the highest.² The five ranges were color coded and mapped. The result was the Local Parkland Provision Level map which was included in the Official Plan as Map 8B. (See Attachment 1). The map includes areas of the City that were excluded in the LPAC quintile designations, because of their historically low population levels (below 300 residents) and their non-residential land use characteristics. At the time the mapping was done for the PASDR study, many of these areas were either occupied by industrial or commercial uses, were agricultural lands or used for other purposes, such as privately owned golf courses.

The PASDR report recognized that different parts of the city have different needs, opportunities and priorities for parkland, that are influenced by many factors. The report provides a general framework and point of departure for more detailed planning that would be required to identify specific parkland requirements. The report identified the following as priorities for new parkland acquisition opportunities:

- acquiring parkland in the lower quintile LPAC areas, including 10 “local” and 2 “district” priority areas;
- filling gaps within the valley and waterfront open space systems; and
- pursuing opportunities within hydro and rail corridors.

² In areas where the population within a potential LPAC was less than 300 (typically industrial areas or undeveloped areas), they were not ranked against these five ranges.

COMMENTS

Parks, Forestry and Recreation staff are responsible for ensuring that their parkland acquisition decisions follow Council approved policies and priorities, as articulated in the above noted legislation, Official Plan policies, by-laws and divisional policies and plans. Staff are also guided by the recommendations outlined in the Parks, Forestry and Recreation Strategic Plan, *Our Common Grounds* and the Recreation Facilities Report.

From 1998 to 2009, Parks Forestry & Recreation Division acquired approximately 190 properties, resulting in 110 hectares of parkland. The distribution of new parkland acquisitions is illustrated in the map outlined in Attachment 2. Over this time period, the City acquired 57 hectares of new parkland through dedications from developers and 53 hectares from purchases using cash-in-lieu of parkland revenues.

Eighty-six of these acquisitions, totalling approximately 48 hectares, were made in areas of the city that are categorized as being in the two lowest LPAC quintile areas. This represents approximately 45% of the total number of acquisitions and 43% of the total land area acquired.

Another 15 acquisitions, yielding approximately 20 hectares of parkland, were obtained in areas of the City that had undergone a significant transformation from non-residential to residential use, as a result of development activity. These areas were typically characterized as former industrial lands that had little or no parkland. Although these areas experienced rapid residential growth over this time period, they were not included in a LPAC quintile area in the PASDR report, because of their historically low population levels and their non-residential land use designations.³

Therefore, if these areas were deemed to be “low provision” areas in the PASDR policy, the number of acquisitions in the two lowest LPAC quintile areas would rise to 101, or 53% of the total number of acquisitions, yielding a total of approximately 68 hectares or 61% of the total land acquired over this time period.

There are many factors that guide staff in making land acquisition decisions, but City staff have endeavoured to acquire land in underserved areas of the City, where feasible. The following provides a comparative analysis of acquisitions that occurred (from both purchases and land dedications) between 1998 and 2001, prior to Council’s approval of the city-wide Official Plan and PASDR policies and between 2002 and 2009, after these policies came into effect.

³ The PASDR report is based on 1996 census information, so requires further updating to better reflect the City’s ongoing development and demographic trends.

1. Parkland Acquisitions From Cash-In-Lieu Of Parkland Revenues

Since Amalgamation, the Parks, Forestry and Recreation Division have used its Parkland Acquisition Reserve Funds to purchase 62 properties, totalling over 53 hectares of land. These sites are plotted on the map in Attachment 2 and outlined in the chart in Attachment 3.

It should be noted that, since Amalgamation many of the land acquisitions that have occurred in the North York City Centre area have been guided by the previous directions of the former City of North York. At its meeting of April 27, 28 & May 1, 1998, City Council adopted Report No. 2, Clause 32(e), Parkland Acquisition – North York Community, which directed staff to continue with Phase II of the Parkland Acquisition Program to purchase land in park deficient areas of the North York City Centre area, as previously approved by the former North York City Council. Since the adoption of this report, the City has acquired 10 sites totaling 1.5 hectares in the North York City Centre area.

For the purposes of this discussion, parkland purchases since Amalgamation have been divided into two distinct time frames: the three-year period between 1998 and 2001, prior to Council's adoption of the Official Plan and the Parkland Acquisition Strategic Direction Report (PASDR); and the period between 2002 and 2009, after these Council approved policies took effect. More specific details respecting parkland acquisition activity during these two time periods are summarized below:

1998 – 2001 Parkland Acquisitions

During the first three years following Amalgamation, parkland acquisition decisions reflected the commitments of the former municipal Councils and were funded by the “pre-amalgamation” reserve accounts of the former municipalities. Most of these purchases occurred in the Community Council areas where the revenues were generated.

A total of 35 land purchases, totalling 35 hectares, were made during this time period. (See map in Attachment 4). Of these, 15 purchases (43%), yielding approximately 20 hectares of land (57%), were acquired in the two lowest LPAC quintile areas. (See Table 3.2 of Attachment 3).

2002 – 2009 Parkland Acquisitions

Council's adoption of the Cash-in-lieu of Parkland Allocation Policy in 1999 resulted in the allocation of cash-in-lieu of parkland revenues into the appropriate Parks, Forestry and Recreation district and city-wide land acquisition reserve funds. These allocations enable staff to use the reserves to purchase land in areas of the City where it is most needed. This policy, in tandem with the PASDR directions report, the Official Plan, and the Council approved Recreation Facilities Report, have guided staff in their purchase decisions and Capital Budget priority setting.

Between 2002 and 2009, a total of 27 acquisitions were made, at a cost of \$26.7 million, yielding approximately 18 hectares of land. Twelve of these purchases, representing almost 6 hectares of land were acquired in the two lowest quintiles of local parkland provision at a cost of \$11 million. This represents approximately 33% of the total land area purchased during this time period and 41% of the funds spent on these purchases.

During this time period, another 10 sites (0.71 hectares) were purchased west of the North York City Centre area, which are located in the middle quintile LPAC provision areas. These acquisitions were all part of a land assembly and a land exchange with the Toronto District School Board for the expansion of Edithvale Park and to provide a development site for the new Edithvale Community Centre. These acquisitions were guided by the strategic directions indicated in the Recreation Facilities Report, as well as, Phase II of the North York Parkland Acquisition Program for the North York City Centre area, (as indicated on page 11).

Only three land purchases were made within the two highest local parkland provision ranges, during this time. The largest of these purchases was made at the direction of Council, in order to expand Wanita Park. This acquisition included funding assistance from TRCA and involved the purchase of a 3.23 hectare surplus school site from the Toronto District School Board (TDSB). This acquisition has resulted in a doubling of the size of the existing park and accounted for approximately 20% of the total parkland purchased over this time period.

The other two purchases were much smaller in size, yielding approximately 0.11 hectares of land. One site involved the purchase of a small triangle of land at Davenport and Spadina Roads that was partially funded by donations from the local community. The other site was acquired as an addition to Amos Waites Park in Etobicoke, which completed a pre-amalgamation Etobicoke Parks plan to increase the frontage along Lake Shore Boulevard for improved public access and safety.

Finally, Parks, Forestry & Recreation purchased 2 sites totalling just over 8.0 ha of land in “non-quintile” LPAC areas, (i.e., areas that had fewer than 300 residents when the PASDR study was developed). As directed by City Council, in 2007, PFR Division purchased the 6.9 hectare Village Securities property in the Morningside Heights area of Scarborough District, due to its cultural and heritage significance as an archaeological site. The acquisition was jointly funded by Facilities and Real Estate Division under the Land Acquisition Reserve Fund and by Parks, Forestry & Recreation under its Capital Reserve Fund. Our Division funded only a small portion of the overall purchase price of this acquisition.

The second site, 3620 Kingston Road, is the former Albert Campbell House that was acquired from the family estate as a heritage property. This acquisition, involved a partial donation to the City, as it was purchased at below market cost. It was acquired in order to preserve a heritage property that has both local historical and cultural significance, which fulfills the Official Plan goal of preserving heritage sites. A portion of this estate had been acquired by the former City of Scarborough several years ago, as a development site

for the Scarborough Village Community Centre. The more recent purchase completes the full acquisition of this property, which will provide both a community and horticultural hub for the residents of this rapidly growing Priority Neighbourhood.

In 2009, Council approved the purchase of the 2.5 hectare former TDSB site at 819 Sheppard Avenue West, which is in a lower provision area and the 1.21 hectare Franklin Horner property in the Alderwood neighbourhood of Etobicoke to secure parkland in this mid-range park provision area and the continued use of the former school as a seniors centre. These sites are not included in the tables in the Attachments, as these transactions were not completed in 2009. Staff anticipate that these purchases will be completed this year.

Most of the acquisitions that were recommended by staff from 2002 to 2009 were guided by Council approved policy directions embodied in the Official Plan, the Parkland Acquisition Strategic Directions Report (PASDR), the Recreation Facilities Report and the Phase II Parkland Acquisition Program for the North York Centre area. Other purchases involved the acquisition of surplus school sites to either expand an existing park or to retain an existing public open space that would otherwise be lost in the community. Some purchases, however, occurred as a result of Council directions to acquire land in the medium, high or non-quintile LPAC areas for various reasons, as noted above.

The Division continues to pursue parkland opportunities in low parkland provision areas and in accordance with the recommendations embodied in both the Official Plan and the Recreation Facilities Report, as well as, other Council approved policies.

2. Parkland Dedications

Over the last 10 years, the Parks, Forestry & Recreation Division has acquired just over 57 hectares of new parkland from 128 land dedications across the city, as indicated in Attachment 3, Table 3.1. These dedications have been mapped, as shown on Attachment 5. Based on an examination of tables in Attachment 3, the majority of new parkland dedications were acquired in areas in the two lowest parkland provision ranges (quintiles).

The number of dedications rose dramatically between the periods from 1998-2001 and 2002 to 2009. In the first time period, 1998 to 2001, there were only 16 parcels dedicated through conveyances, yielding a total land area of approximately 7 hectares. In the later period, between 2002 and 2009, there were 112 dedications, yielding a total of approximately 50 hectares of land. More specific details respecting these activities during these two time periods are summarized below:

From 1998-2001, 5 of the 16 park dedications (31%) were in the two lowest local parkland provision quintiles. From 2002-2009, 54 out of 112 park dedications (48%) were in the two lowest local parkland provision quintiles. (See map in Attachment 5 and Tables 3.2. and 3.3 in Attachment 3). However, there were another 13 parcels (12%),

yielding nearly 12 hectares of land, that were situated in the areas located outside the quintile areas. These sites are located in areas undergoing major transformations from non-residential to residential, which, if included in the lowest quintile area totals would represent approximately 60% of the total parcels obtained from dedications in this time period.

From 2002-2009, 25 of the parkland dedications (totalling 10.18 hectares), were acquired in areas with the two highest park provision quintiles (see Attachment 5). These parkland dedications were characterized by additions to existing parks, new parks in areas that were isolated from existing parks (e.g. former brownfield redevelopment sites), and new parks in large-scale plans of subdivision.

FUTURE DIRECTIONS

This report provides an overview of parkland acquisitions since Amalgamation. The report explains how the staff recommendations were aligned with Council approved policies and priorities as they were developed over time. As noted throughout this report, these approved policies have guided staff in their assessments of the suitability of potential sites for parkland acquisition (either through purchase, dedication or transfer) and in making recommendations to Council. Ultimately, Council has the final approval, so staff's recommendations may be altered by Council.

Staff have begun updating with Parkland Acquisition Strategic Directions Report to reflect the parkland acquisitions received since Council approval of this document. The analysis of the priority areas will be further updated with 2011 Census information on population changes once it is available. The update of the PASDR will form an important resource document to the 2011 Parks Plan.

In addition, the City's newly developed School Lands Property Acquisition Framework and Funding Strategy seeks to develop 'Community Hubs' on former school sites by accommodating the interests of two or more City Divisions or arms length organizations on one site. The School Lands Property Acquisition Framework report recommendations, as amended by the Executive Committee, at its meeting of April 19, 2010, will be before Council for consideration at its May 11-12th, 2010 meeting. If adopted by Council, this framework and funding strategy will inform the PASDR update, as well as, Parks, Forestry & Recreation's capital budget priority setting for land acquisitions.

Parks, Forestry and Recreation has a limited amount of funds available from all sources (i.e., cash-in-lieu of parkland, Section 37 revenues and development charges) to acquire parkland. As a result, the City needs to ensure that these expenditures are aligned with Council's land acquisition policies and priorities. As guided by these policies and priorities, staff will continue to review all lands that become available for purchase, including surplus city-owned sites, surplus sites owned by other levels of government, and privately owned lands.

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ATTACHMENTS

Attachment 1 – Local Parkland Provision Levels

Attachment 2 – Local Parkland Provision Levels & Parkland Purchases & Dedications

Attachment 3 – Parkland Acquisitions by LPAC Quintile

Attachment 4 – Local Parkland Provision Levels & Parkland Purchases

Attachment 5 – Local Parkland Provision Levels & Parkland Dedications

ATTACHMENT 1



Local Parkland Provision Levels



Source: Parkland Acquisition Strategic Directions Report - 2001

Population: Statistics Canada, 1996 Census.
 Note: Areas with population less than 300 are removed from the assessment.

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ATTACHMENT 2



Local Parkland Provision Levels & Parkland Purchases & Dedications



Source: Parkland Acquisition Strategic Directions Report - 2001

Population: Statistics Canada, 1996 Census.
 Note: Areas with population less than 300 are removed from the assessment.

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ATTACHMENT 3 – PARKAND ACQUISITIONS BY LPAC QUINTILE

Table 3.1: 1998-2009 Parkland Acquisitions by LPAC Quintile

PASDR MEASUREMENT		PURCHASES				DEDICATIONS				TOTAL			
Quintiles	Hectares Per 1,000 People	Parcels	%	Ha	%	Parcels	%	Ha	%	Total Parcels	%	Total Ha	%
< 300 people		2	3%	8.17	15%	13	10%	11.61	20%	15	8%	19.78	18%
Two Lowest	0.00 - 0.78	27	44%	26.14	49%	59	46%	21.95	38%	86	45%	48.09	43%
Mid-range	0.78 - 1.55	15	24%	8.62	16%	23	18%	8.77	15%	38	20%	17.39	16%
Two Highest	1.56 -3.00+	18	29%	10.64	20%	33	26%	15.03	26%	51	27%	25.67	23%
Total Acquisitions 1998-2001		62	100%	53.57	100%	128	100%	57.36	100%	190	100%	110.93	100%

Table 3.2: 1998-2001 Parkland Acquisitions by LPAC Quintile

PASDR MEASUREMENT		PURCHASES				DEDICATIONS				TOTAL			
Quintiles	Hectares Per 1,000 People	Parcels	%	Ha	%	Parcels	%	Ha	%	Total Parcels	%	Total Ha	%
< 300 people		0	0%	0	0%	0	0%	0	0%	0	0%	0	0%
Two Lowest	0.00 - 0.78	15	43%	20.2	57%	5	31%	1.08	15%	20	39%	21.28	50%
Mid-range	0.78 - 1.55	5	14%	7.91	22%	3	19%	1.27	18%	8	16%	9.18	22%
Two Highest	1.56 -3.00+	15	43%	7.30	21%	8	50%	4.85	67%	23	45%	12.15	29%
Total Acquisitions 1998-2001		35	100%	35.41	100%	16	100%	7.2	100%	51	100%	42.61	100%

Table 3.3: 2002-2009 Parkland Acquisitions by LPAC Quintile

PASDR MEASUREMENT		PURCHASES				DEDICATIONS				TOTAL			
Quintiles	Hectares Per 1,000 People	Parcels	%	Ha	%	Parcels	%	Ha	%	Total Parcels	%	Total Ha	%
< 300 people		2	7%	8.17	45%	13	12%	11.61	23%	16	11%	20.17	30%
Two Lowest	0.00 - 0.78	12	44%	5.94	33%	54	48%	20.87	42%	66	47%	24.24	37%
Mid-range	0.78 - 1.55	10	37%	0.71	4%	20	18%	7.5	15%	30	21%	8.21	12%
Two Highest	1.56 -3.00+	3	11%	3.34	18%	25	22%	10.18	20%	28	20%	13.52	20%
Total Acquisitions 2002-2009		27	100%	18.16	100%	112	100%	50.16	100%	140	100%	66.14	100%

ATTACHMENT 4



Local Parkland Provision Levels & Parkland Purchases



Source: Parkland Acquisition Strategic Directions Report - 2001

Population: Statistics Canada, 1996 Census.
Note: Areas with population less than 300 are removed from the assessment.

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ATTACHMENT 5



Local Parkland Provision Levels & Parkland Dedications



Source: Parkland Acquisition Strategic Directions Report - 2001

Population: Statistics Canada, 1996 Census.
Note: Areas with population less than 300 are removed from the assessment.

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