

Parkland Dedication By-Law Review

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## **Central Area Discussion Paper**



Draft – February 12, 2009

*(Amended and Updated for Public Review in November 2011)*

## **Fall 2011 Disclaimer**

*This paper was originally prepared in 2009. It has been selectively edited for the purposes of it being made available for public review.*

*The edits made to this paper have been limited to the exclusion of information that was deemed prejudicial to current or future property negotiations. The edits were minor and few. Where possible, additional updates have been noted.*

*It should also be noted that some of the directions identified in the concluding remarks do not necessarily reflect current thinking. The discussion papers were prepared to provide an overview and prompt thought and discussion. The direction staff will recommend to Council for consideration in implementing changes to the Parkland Dedciaton By-Law or changes to collection methodology have been further benefited from dialogue and feedback with Council, the development community (BILD) and through internal staff discussions.*

*Therefore, the sole purpose in the release of these Discussion Papers at this time is to provide additional context to assist the reader in understanding what has influenced staff's recommended positions.*

## **A. Introduction**

The City of Brampton's Parkland Dedication By-law is a key tool in building a parkland system that meets the recreational and leisure needs of its residents. It allows the City to acquire parkland, or cash in lieu of parkland, through the development approval process. This discussion paper provides an assessment of the demand that open space needs in the Central Area could potentially place on future cash in lieu (CIL) revenue for consideration in the City's review of the By-law. The paper also includes a number of draft recommendations for consideration in the context of the drafting of a new Parkland Dedication By-law based on the analysis. For the purposes of this report, the Central Area is divided into three precincts: the Downtown, the Queen Street Corridor, and Bramalea City Centre. Map 1 shows the boundaries of the three precincts.

### ***A.1 Parkland Dedication / Cash-in-Lieu Review***

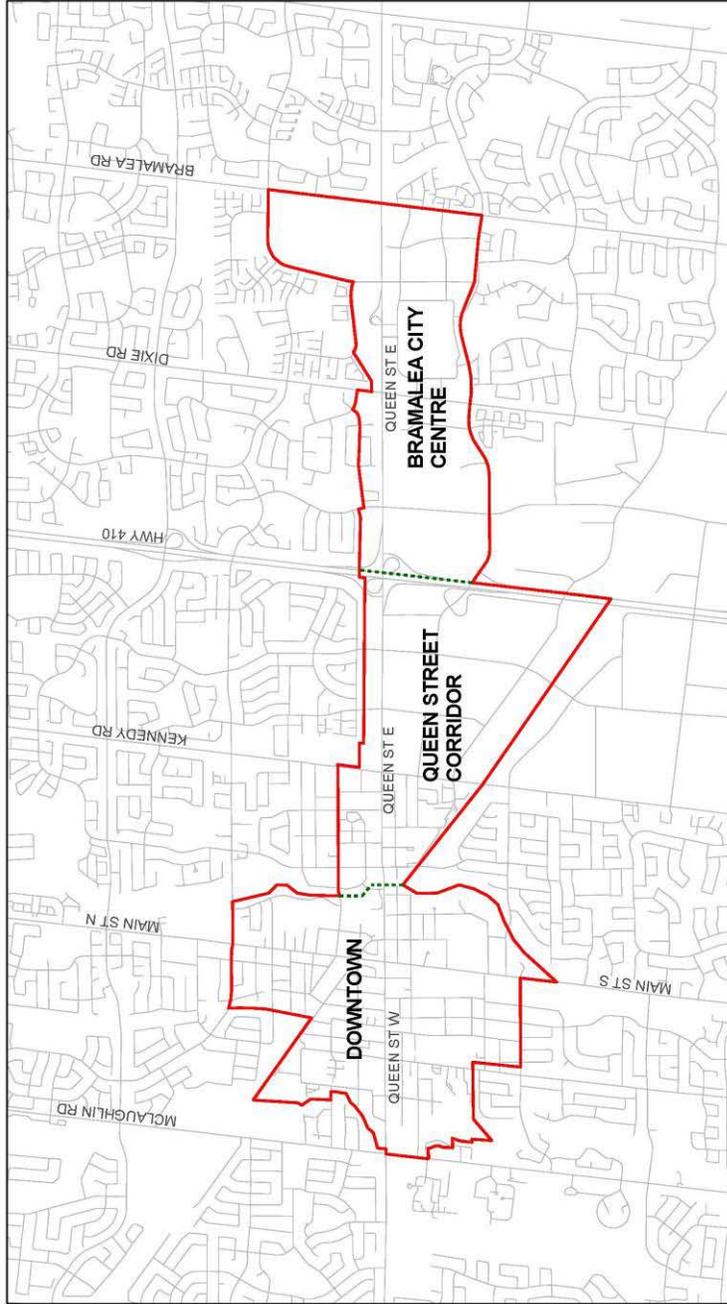
Following Council's direction in December 2008, a project team, led by the Planning, Design and Development Department with staff representation from the various departments involved in the administration of the Parkland Dedication By-law, has commenced a review in anticipation of drafting amendments to the current by-law. Staff has prepared a series of background discussion papers for this review in order to understand the demand on the parkland dedication and CIL program. These discussion papers assess the level of demand that can be expected to be placed on future CIL revenue for three identified geographical areas. In addition to the review of the Central Area, two additional discussion papers will address the "Greenfield Areas" and "City-wide Parkland Service Levels and Cash Flows."

### ***A.2 Central Area Open Space Study***

This discussion paper is also related to the Planning, Design and Development Department's Central Area Planning Group's ongoing broader study of public spaces in the Central Area. The purpose of this study is to prepare a public space network plan for the Central Area. The first phase of that study was to develop a hierarchy of urban spaces for the Central Area. The elements of the hierarchy will serve as the building blocks for the public space network plan. This paper includes an overview of that hierarchy and a discussion of its effect on demand for parkland dedications and CIL.

## **B. Policy Background**

This section presents a review of the planning policies that will affect the level of demand for parks and open space within the Central Area. The *Managing Growth* Pillar in the City of Brampton's Strategic Plan includes the following objective:



- LEGEND**
-  Central Area Boundary
  -  Precinct Boundary



**Map 1: Central Area & Precincts**

Produced by Parks & Recreation Planning Department

*The economic and cultural vitality of the city depends on a robust downtown and central corridor. Through pro-active economic planning, Council will support on-going reconstructive initiatives. This will reinforce the downtown and central corridor as the place for business, shopping, dining, entertainment, and cultural venues and programs.*

This goal is implemented through policies in the Official Plan and Secondary Plans and is further developed in the Central Area Vision.

### **B.1 Official Plan**

The Official Plan, which Council approved in October 2006 and the Ontario Municipal Board approved in October 2008, states that the Central Area represents the cultural, economic, and entertainment heart of the City. The planning vision for the Central Area is to continue reinforcing its role as the premier location for business, shopping, dining, entertainment, and cultural venues and programs in Brampton. The priorities are to promote transit-supportive development and to create a pedestrian-friendly environment. Revitalization, infill, and intensification are encouraged to allow people the opportunity to live and work in the same geographical area.

### **B.2 Secondary Plans**

The Central Area is divided into two secondary planning areas: the Downtown Secondary Plan (Secondary Plan Area 7) and the Queen Street Corridor Secondary Plan (Secondary Plan Area 36). Both Secondary Plans establish policies based on the principle that a strong and continually revitalizing Central Area is essential to Brampton's identity as a community. The policies of both plans promote intensification that is appropriate and sensitive to the surrounding context.

The Downtown Secondary Plan designates much of the Downtown core and the Queen Street West area as "*Central Area Mixed Use*" (CMU), which allows any combination of office, retail, commercial, institutional, or residential uses. The highest density uses are allowed in the vicinity of the "Four Corners" area, where the maximum permitted floor space index (FSI) is 3.5. A building with a FSI of 3.5 has a total floor area of 3.5 times the area of the property on which it is located. The areas surrounding the CMU are generally designated as residential. The residential designations are intended to preserve existing low-density neighbourhoods, while providing opportunities for intensification in selected areas. Section 5.4 of the Secondary Plan provides policies for "Public Open Space – Intensive Use." The public open space designations recognize existing parks. The section includes a policy stating the City may require new development fronting on Queen Street or Main Street to provide up to 5% of the total project floor area for a private or semi-private urban space feature.

The Queen Street Corridor Secondary Plan designates most of the area bounding Queen Street as Central Area Mixed Use. Permitted densities range along the corridor, with most of the area allowing a FSI of 3.5. Higher densities of 5.0 FSI are allowed at the planned office node located west of Highway 410. The planned land uses are significantly different than the existing land uses in the corridor, particularly along Queen Street west of Highway 410. The plan includes

a policy, similar to that of the Downtown Secondary Plan, stating that the City may require developments within the Central Area Mixed-Use Area provide urban open space features. There is also a policy that the City may encourage the development of open space facilities within the Highway 410/Queen Street Primary Office Node.

### ***B.3 Central Area Vision***

In 2005, Council endorsed a vision for the Central Area that is a highly graphic, image-focused document intended to clearly identify the future development character and potential of the Central Area. It calls for the redevelopment of the Central Area to a mixed-use, pedestrian and transit-oriented environment with a strong urban character. The Vision divides the Central Area into three precincts: the Downtown, the Queen Street Corridor, and Bramalea City Centre, each having its own unique characteristics.

#### *1. Downtown*

The Vision for the Downtown precinct builds on the strong existing urban character of the area. It calls for the Downtown to be a destination, a civic and cultural centre, and a livable place with an emphasis on quality, transit orientation, and pedestrian friendliness. The Downtown will house the most important civic, cultural institutions, and public spaces. The area will be accessible through high quality boulevards and gateways for all transportation modes including cars, transit, pedestrians, and bicycles. Major redevelopment areas at key locations will have higher intensity, street-related buildings with a range of densities from 2-3 storeys to mid- and high-rises. Existing stable residential neighbourhoods and heritage areas will be dealt with as incremental growth areas where new development may occur only in conjunction with very strict conditions.

#### *2. Queen Street Corridor*

The Queen Street Corridor precinct is seen as a destination area that will undergo a transformation over time from its current orientation as an automobile-oriented, commercial strip to a transit-oriented, pedestrian-friendly corridor. A gradual change is envisioned towards mixed-use buildings that are up to 6-8 storeys tall with street-related commercial uses.

#### *3. Bramalea City Centre*

The Bramalea City Centre precinct has been developed around an existing, 60's modernist-style, large commercial centre. This area has the potential to transition to an Urban Centre where a variety and mix of uses are encouraged. This Urban Centre will allow for significantly higher densities, function as a transit oriented inter-modal transportation centre, and serve as a key anchor at the easterly limit of the Central Area.

#### ***B.4 Provincial Growth Plan***

The Provincial Growth Plan establishes part of the Central Area as an Urban Growth Centre (UGC). The Growth Plan calls for UGC's to be Regional focal points, which are meeting places, transit hubs, and locations for cultural facilities, public institutions, and major services. The Growth Plan sets a density target of 200 people plus jobs per hectare in the UGC. The UGC is approximately 219 hectares in area and includes parts of the Downtown and Queen Street Corridor precincts. The existing density within the UGC is approximately 94 people plus jobs per hectare, which means that Brampton must plan to approximately double the density within the UGC in order to comply with the Growth Plan. Assuming a split of 60% residential to 40% employment, the Growth Plan requires that Brampton plan to accommodate 26,280 residents and 17,520 employees within the UGC.

#### ***B.5 Summary***

The policies established in the above documents have implications on the demand for parks and open spaces within the Central Area. First, the policies call for substantial intensification. The resulting increase in population translates to an increased demand for parks and open spaces. The size of the population increase and how that affects demand will be examined later in this paper. Second, the policies call for a change in the character of much of the area.

For the Downtown core, the envisioned change is intensification based on the existing urban character of the area. For the Queen Street Corridor and Bramalea City Centre, the change in character will be much greater. Both are envisioned to transform from an automobile-oriented form of development to a form that is much more urban in character, with street-related buildings that are transit-supportive and pedestrian-friendly.

### **C. Inventory of Existing Parks and Open Spaces**

The first step in evaluating the demand for new parks and open spaces is to create an inventory of existing facilities. It is recognized that parks outside of the Central Area can also meet the needs of its residents and that some parks have a service area that includes lands beyond the Central Area.

To provide a more accurate evaluation, staff included any park whose service area included lands in the Central Area in the inventory. The area of each park to be included was determined by calculating the ratio of projected population within that part of the service area in the Central Area versus the total population within the service radius for each park. Then that the ratio was applied to the total area of the park and the resulting area was included in the inventory.

Table 1 shows parkland area that services the Central Area and each of its three precincts of the Central Area.

Table 1: Parkland Inventory

	Downtown	Queen St. Corridor	Bramalea City Centre	Central Area
<b>City</b>	12.9 ha	4.0 ha	15.5 ha	32.4 ha
<b>Community</b>	10.8 ha	4.8 ha	14.5 ha	30.1 ha
<b>Neighbourhood</b>	1.9 ha	0.4 ha	4.3 ha	6.6 ha
<b>Overall</b>	25.6 ha	9.2 ha	34.3 ha	69.1 ha

## D. Demand Assessment

The redevelopment of the Central Area will increase the demand for parks and open spaces. This paper presents a quantitative and accessibility analysis in order to assess the demand for additional parks and open spaces as the Central Area redevelops. In addition, the transformation in the character of the area will change the types of facilities that are needed. Therefore, the analysis in this paper also examines the type of parks and public spaces needed for an urban area and whether the Central Area has those types of spaces.

### D.1 Quantitative Analysis

The quantitative analysis uses the proposed new parkland service level targets that were developed through the Parkland Dedication By-law review. Communities commonly set targets as one means of evaluating their parks and open space system. In Brampton, the proposed overall target is 1.45 hectares of parkland per 1000 people. This target includes 0.6 hectares for City Parks, 0.35 hectares for Community Parks and 0.5 hectares for Neighbourhood Parks.

The following analysis applies these targets to the Central Area. Some limitations of the analysis should be noted. It assesses demand at an aggregate level and is not specific as to what types of facilities are needed. In addition, the targets also assume that the only factor in how well a park fulfills demand is its size and does not take into account design quality or location.

Table 2 applies the parkland provision targets to the estimated 2008 population of the Central Area and to each of the three precincts. The table includes the target for each category, the area of existing parkland within that category, and the difference between the two figures.

Table 2: Quantitative Analysis Based on Existing Population

	Central Area			Downtown			Queen St. Corridor			Bramalea City Centre		
	Population	27810		Population	8833		Population	2793		Population	16184	
	Target (ha)	Existing (ha)	Difference (ha)	Target (ha)	Existing (ha)	Difference (ha)	Target (ha)	Existing (ha)	Difference (ha)	Target (ha)	Existing (ha)	Difference (ha)
<b>Overall</b>	40.3	69.1	28.8	12.8	25.6	12.8	4.0	9.2	5.2	23.5	34.3	10.8
<b>City</b>	16.7	32.4	15.7	5.3	12.9	7.6	1.7	4.0	2.3	9.7	15.5	5.8
<b>Community</b>	9.7	30.1	20.4	3.1	10.8	7.7	1.0	4.8	3.8	5.7	14.5	8.8
<b>Neighbourhood</b>	13.9	6.6	(7.3)	4.4	1.9	(2.5)	1.4	0.4	(1.0)	8.1	4.3	(3.8)

The results find that the overall service level target is currently being met for the Central Area and each of the three precincts. In addition, the City and Community Park targets are also being met. However, there is an existing shortfall in the Neighbourhood Park category in each of the three precincts. The overall Neighbourhood park shortfall is 7.3 hectares, which is 53% below the target service level of 13.9 hectares.

It should also be noted that while the overall, City and Community targets are being met for the Queen Street Corridor precinct it is only based on parks located outside of the precinct. There are no existing parks within the corridor and this issue will be addressed later in this discussion paper.

The next step in the quantitative analysis is to apply the targets to the projected population of the Central Area. Table 3 shows the results of this analysis. The 2031 projected population is from Hemson Consulting's population forecast for the City.

*Table 3: Quantitative Analysis Based on Projected Population*

	Central Area			Downtown			Queen St. Corridor			Bramalea City Centre		
	Population			Population			Population			Population		
	Target (ha)	Existing (ha)	Difference (ha)	Target (ha)	Existing (ha)	Difference (ha)	Target (ha)	Existing (ha)	Difference (ha)	Target (ha)	Existing (ha)	Difference (ha)
			58,700			21,190			13,140			24,370
<b>Overall</b>	85.1	69.1	(16.0)	30.7	25.6	(5.1)	19.1	9.2	(9.9)	35.3	34.3	(1.0)
<b>City</b>	35.2	32.4	(2.8)	12.7	12.9	0.2	7.9	4.0	(3.9)	14.6	15.5	0.9
<b>Community</b>	20.5	30.1	9.6	7.4	10.8	3.4	4.6	4.8	0.2	8.5	14.5	6.0
<b>Neighbourhood</b>	29.4	6.6	(19.5)	10.6	1.9	(8.7)	6.6	0.4	(6.2)	12.2	4.3	(7.9)

With the planned population growth, the existing amount of parkland will be insufficient to meet the overall service level target for the Central Area as a whole and for each of the three precincts. The overall shortfall is 16.0 hectares, which is 23% below the service level target of 69.1 hectares. The largest shortfall (19.5 hectares) occurs within the Neighbourhood Park category. The 6.6 hectares of Neighbourhood parkland is only 22% of the target, with significant shortfalls found in each of the three precincts. Lesser shortfalls are also found in the City Park category.

Of the three precincts, the Queen Street Corridor experiences the largest shortfall (9.9 ha), which reflects the lack of existing parks in the precinct.

## **D.2 Accessibility Analysis**

The accessibility of the existing open space system was measured by identifying those areas that are not within walking distance of a park or open space. Walking distance was defined as 400 metres. The 400 metre radius was measured from the neighbourhood park component (i.e. playground area) of each park. The map on the following page displays the results of that analysis.

The accessibility analysis reinforces the results of the quantitative analysis for the Queen Street Corridor. As noted in the quantitative analysis, the Queen Street Corridor precinct does not have any parks and faces the largest future shortfalls as redevelopment occurs within it. The lack of parks creates a large gap in accessibility within the middle part of the Central Area. Currently population levels in this area are low. However, as the envisioned redevelopment occurs,



Highway 410 along Queen Street is approximately two kilometres. In order to have a park within 400 metres of all residential areas, it is estimated that a minimum of three parks would be required.

The analysis identified several other gaps. The first is in the Downtown precinct running along Park Street north of Queen Street and at the intersection of Queen Street and McLaughlin Road. The predominant land use in the first area is single family residential. In addition, a site-specific Zoning By-law Amendment was approved for a 26-storey, 350 unit condominium building at 45 Railroad Street. The other gap identified outside of the Queen Street Corridor is within the western part of the Bramalea City Centre precinct and along Queen Street. Currently, the land uses in this area are primarily commercial and industrial. However, it is designated for redevelopment in the Secondary Plan, including high density residential uses. Measures for addressing these gaps should be reviewed in the development of plans for each of the precincts.

While this type of analysis is valuable, two limitations should be noted:

- While the analysis uses 400 metres as the distance where most people would choose to walk, that distance depends on the quality of the walking environment. If it is a pleasant environment, people will walk further, and if unpleasant, walking distance is shorter.
- The analysis used a straight-line distance. However, travel distance can be greater than straight-line distance because of a disconnected road network.

The Downtown has fairly fine-grained road network, so straight-line distance and travel distance are relatively close. In addition, the existing streets generally provide a high-quality pedestrian environment. Therefore, these limitations have limited effect on the analysis. In the Queen Street Corridor, however, these limitations have a greater impact on the analysis. The road network is not finely grained and there are stretches of streets with a lower quality pedestrian environment. These limitations may make the gaps more significant than they appear on the maps.

### ***D.3 Conclusions Drawn from the Quantitative and Accessibility Analysis***

The following conclusions affecting the level of demand for CIL revenues can be drawn from the above quantitative and accessibility analysis.

#### ***1. Queen Street Corridor Precinct***

The most significant parkland deficiencies are found in the Queen Street Corridor, where the Central Area Vision calls for a transformation of the area to a pedestrian and transit-oriented, mixed-use, urban environment. The transformation means a large population increase with the resulting demand for parks and open spaces, in an area without any existing parks.

The quantitative analysis found that there is projected to be a 9.9 ha overall shortfall in the Queen Street Corridor precinct. Based on the parkland provision targets, the overall shortfall is broken down to 3.9 ha for City Parks and 6.2 ha for Neighbourhood Parks. Nearby existing Community Parks create a surplus of 0.2 ha in that category. The accessibility analysis supports the conclusion that there

is a large gap between park needs and the existing park system. Each category should be evaluated separately to understand the potential effect on parkland dedication and/or CIL funds of fulfilling the identified demand:

- *City Parks*: While the analysis found a shortage of parkland within this category, the demand does not necessarily need to be met by parks within the Queen Street Corridor. The geographic service area for a City Park is the entire City, and the demand for City Parks should be analyzed at a City-wide level.
- *Community Parks*: The service population for a Community Park as given in the Official Plan is 15,000 to 20,000 people. Recent upgrades of recreation facilities at Century Gardens and planned improvements at the Chris Gibson complex address some of the demand. Further study will be required on whether the nearby community parks and recreational centres can meet the demand for them arising from the area's population growth or if there is a need for new and/or expanded community parks and recreational centres to service this intensified demand.
- *Neighbourhood Parks*: The analysis found that the acquisition of land for Neighbourhood Parks is required because there is no parkland in the precinct and little within 400 metres of its boundaries. There is a clear need for land acquisitions for Neighbourhood Parks to support intensification within the precinct.

The average value of commercial sales between September 19, 2007 and August 8, 2008 in the northeast quadrant of Brampton was used to estimate costs of parkland acquisition because it was identified as being similar in character to the precinct. The average commercial land value in the northeast quadrant was \$2,070,000/ha. Then, the estimated cost of acquiring the identified shortfall of 6.2 ha would be \$12,834,000. Because there is a range in land values in the precinct, the City-wide average commercial land value was used for comparison. The City-wide value was \$4,325,000/ha. Based on this figure, the estimated cost would be \$26,815,000.

It should be noted that the estimates are only high-level estimates and values will vary significantly depending on the location, size, configuration, zoning, and highest and best use of any given property. In addition, land values will change over time particularly in an area, such as this precinct, where a change in land use is expected. The precinct planning process would need to study the recommended size and location for the new parks that will be needed to support the planned redevelopment of the area and meet the residents' needs.

It should be further noted that using the City's traditional approach to compensating landowners for parkland assemblies acquired via the development approvals process, which is to offer a 'flat' or standard rate (currently \$290,000/ac), would be unrealistic in the urbanized setting of the Central Area. The value of lands in such a setting, as noted above, would be greater and there would be an expectation that market rates would be demanded. The value of the land will fluctuate depending on

when the land was acquired in the development approval process, which can be prior to a development application being filed on a specific parcel, in conjunction with the rezoning/OPA approval, or at the building permit stage. This variability provides an argument for consideration being given to achieving as much revenue as possible from the CIL program in order to remain adaptable, and to be able to respond to the fluctuations in possible land values and to opportunities that may present themselves. This argument for maximizing revenue needs to be weighed against the potential for parkland dedication requirements and CIL rates to be too stringent, such that they provide a disincentive to the envisioned redevelopment.

## *2. Downtown Precinct*

The analysis found an 8.7 ha shortfall in the Neighbourhood category in Downtown. The 8.7 ha shortfall means that the area of existing Neighbourhood Parks are at only 18% of the target service level. The accessibility analysis found a gap along Park Street north of Queen Street and at the intersection of Queen Street and McLaughlin Road.

Estimating land costs is difficult for the precinct given the range of land uses. Applying the average land values identified in the analysis for the Queen Street Corridor, the estimated cost for purchasing 8.7 ha of land would be approximately \$18,009,000 to \$37,627,500. Given land constraints in both availability and cost, it is expected that it would be difficult to acquire this amount of land within the Downtown. Then the questions that will need to be examined as part of the precinct planning process are:

- To what extent are City and Community Parks in the Downtown fulfilling the functions of Neighbourhood Parks, given the shortfall in the Neighbourhood Park category?
- If not, can they or the existing open spaces be redeveloped to fulfill those functions? Or are additional park areas required?
- Can a system of well-designed smaller spaces and redeveloped parks serve the demands for neighbourhood park space?
- Does an “urban dweller” expect or require the same level of parkland as a person living in a more suburban setting? Or do the urban amenities, such as a strong retail district, civic plazas and cultural amenities like the Rose Theatre, compensate for the absence of traditional parkland?

Land constraints may mean that there are limited opportunities to add to the parkland system but there may be some opportunities through strategic purchases or as a part of larger redevelopment projects. These opportunities should continue to be explored. Given these constraints, focus is likely to be on the development of urban spaces, redevelopment of existing spaces and providing connections between spaces to meet the challenge of growth and the changing character of the area.

### *3. Bramalea City Centre Precinct*

The quantitative analysis found that there is a slight overall shortfall based on the 2031 population forecast. However, surpluses in the City and Community Park categories mask the significant shortfall (7.9 ha) in the Neighbourhood Park category. The existing 4.3 ha only represents 35% of the target service level. In addition, most of the parkland is contained in two parks - Chinguacousy, and Norton Place. This leads to significant zones that are not serviced by walk-to parks.

Based on the above analysis, the City should consider opportunities to add to the parkland system through strategic purchases or as a part of larger development projects.

#### ***D.4 Urban Built Form***

Demand for parks and open spaces is not determined solely by the number of people who live in an area. There are other factors that affect the level of demand and the type of demand. One of these factors is the character of the area. Different types of parks are appropriate in different contexts. For example, a square, such as Garden Square, would not fit within a suburban context.

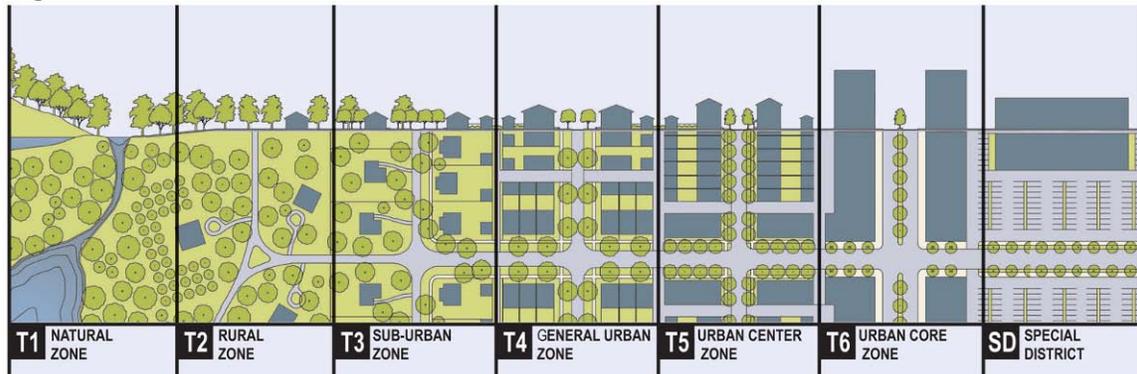
The City has established a hierarchy of parks in the Official Plan and other policy documents such as the Parks, Culture, and Recreation Master Plan consisting of City Parks, Community Parks, Neighbourhood Parks, and Open Space. The Central Area Planning Group has reviewed the hierarchy for the on-going Central Area Open Space Study and found that an expanded hierarchy should be developed for the Central Area. The current hierarchy is largely based on a “greenfield” context, which is significantly different from the context of the Central Area. There are different needs and constraints operating in the Central Area, such as design needs, land costs, and parcel sizes that exist in other areas of the City. Additional types of spaces, such as squares and plazas, are needed in order to achieve the desired urban character. In addition to the need for other types of spaces, the different needs and constraints in the Central Area affect how spaces included in the existing hierarchy should be designed.

The development of Garden Square and Ken Whillans Square demonstrate recognition that spaces beyond the current hierarchy are needed in the Downtown. As the Queen Street Corridor and Bramalea City Centre proceed through the envisioned transformation to a more urbanized built form, a system of similar types of urban spaces will be needed in those areas. Further supporting the need for a revised hierarchy is the fact that there is not an overall plan for public spaces in the Downtown. The revised hierarchy is the first step in preparing a plan by identifying the building blocks of the system of public spaces.

To address these needs, the Central Area Planning Group is developing a hierarchy of public spaces for the Central Area. The proposed hierarchy is organized using the transect model created by Andres Duany, co-founder of the Congress for New Urbanism. The model is a useful tool for categorizing where different types of spaces should be located. The transect concept takes a cross-section of a city from its rural edges to the downtown. It maintains that the cross-section can be defined into a series of zones as shown in *Figure 1*. Each zone

has its own unique characteristics and the appropriate built form, streets, and public spaces will be different in each.

Figure 1: Urban Transect



The transect moves from the T1-Natural Zone at the edge of a city to the T6-Urban Core Zone at the centre. In between these zones are the T2-Rural, T3-Suburban, T4-General Urban, and T5-Urban Center. The City’s current parks hierarchy is generally based on the T3-Suburban Context. The proposed hierarchy for the Central Area includes the spaces in the existing one, but adds those spaces that should be provided in the more urban transects.

Table 5 on the following page presents the elements included in the draft hierarchy and identifies in which transect each element would be appropriate. The draft hierarchy consists of three categories of spaces: urban spaces, parks, and linkages. The elements within each category are:

- *Urban Places*: Squares, plazas, courtyards, and sidewalk widenings.
- *Parks*: City parks, community parks, neighbourhood parks, parkettes / urban pocket parks, linear parks, natural open space, and specialty parks (i.e. rooftop gardens, community gardens, and winter gardens).
- *Linkages*: Green streets, trails, walkways, arcades, and gallerias.

Land in the Central Area can be categorized into three of the transects: T4 General Urban, T5 Urban Centre, and T6 Urban Core. As shown in the table, there is a greater variety of spaces that would form part of the public spaces system within the Central Area than in the suburban context that is most common in the City. The most notable additions are the urban places, such as squares, plazas, courtyards, and sidewalk widening. None of these would normally be included in the public open space system in a suburban setting, but form an important part of the urban open space system. In addition, some of the linkages, arcades and gallerias, are only found in the more urban transects. The designs of the spaces also differ in the more urban transects. For example, a more formal design and a higher level of intensity may be required in a park located in an urban transect than in a suburban setting.

Table 5: Draft Central Area Public Spaces Hierarchy

Element		T3 Suburban	T4 General Urban	T5 Urban Centre	T6 Urban Core	Element	T3 Suburban	T4 General Urban	T5 Urban Centre	T6 Urban Core		
Urban Places	<b>Square</b> A formally-designed, gathering space that is located at a prominent site and spatially defined by adjacent buildings. 		✓	✓	✓	Parks	<b>Natural Open Space</b> Areas set aside to protect natural heritage features. 	✓	✓	✓	✓	
	<b>Plaza</b> An open space fronting on a street or sidewalk widening, which is accessible to the public at all times for their use and enjoyment. 			✓	✓		Specialty Parks	<b>Rooftop Garden</b> Provide open space for the residents of tall buildings. 			✓	✓
	<b>Courtyard</b> Landscaped open spaces in the centre of a commercial, institutional or residential block. 		✓	✓	✓			<b>Community Garden</b> An area used by community members to produce food and flowers for use by the members. 	✓	✓	✓	✓
	<b>Sidewalk Widening</b> Sidewalk widenings are continuous, publicly accessible private pedestrian areas adjacent to public sidewalks. 			✓	✓		<b>Winter Garden</b> Fully enclosed, climate-controlled public spaces 			✓	✓	
Parks	<b>City Park</b> City Parks are destination parks - their service area is the entire population of Brampton. 	✓	✓	✓	✓	Linkages	<b>Green Streets</b> A street that is enhanced for pedestrian circulation and open space use. 	✓	✓	✓	✓	
	<b>Community Parks</b> Community parks include a recreation centre complex and a range of active and passive recreation uses. 	✓	✓	✓	✓		<b>Trails</b> Multi-use trails (pedestrian, cycling, and in-line skating) connect open spaces and other destinations. 	✓	✓	✓	✓	
	<b>Neighbourhood Parks</b> Predominantly soft landscaped areas designed for a variety of active and passive uses that serve the local neighbourhood 	✓	✓	✓			<b>Walkways</b> Walkways provide connections between streets and important destinations. 	✓	✓	✓	✓	
	<b>Parkette</b> Small parks serving as a natural oasis for residential or mixed use areas 	✓	✓	✓	✓		<b>Arcades</b> Arcades are continuous covered spaces fronting on and open to a street, residential plaza or urban plaza. 			✓	✓	
	<b>Linear Park</b> Parks that are longer than they are wide, which act as linking corridors. 	✓	✓	✓	✓		<b>Gallerias</b> Gallerias are continuous public areas within a building that connect streets through a block. 				✓	

The number, size, and type of the urban spaces will be determined through the planning process for the three precincts. Urban spaces are normally provided on an opportunistic and urban design-led basis. Through research, staff found that there are few, if any, broadly accepted standards for the quantity of urban spaces similar to the City's traditional parkland provision targets. The determination of demand is primarily a design exercise, which will be done as through the development of precinct plans for the three precincts. For the purposes of this report, it will need to be sufficient to conclude that there will be a need for a system of urban spaces within the Central Area.

The system of urban spaces represents an additional level of demand for the Central Area. There will still be demand for elements within the park category of the hierarchy that will require CIL funding. Due to limited resources and the nature of the spaces, a greater range of implementation tools will be needed to build the system of urban spaces than currently exist for developing parks. Urban spaces, such as plazas, are often closely tied to the surrounding businesses. For example, there may be seating in a plaza for a café along its edges. Commercial activity is an expected use of the space, and one that can contribute to its success as an active and vital space. For this reason, a level of cooperation is needed with the private sector to develop these types of spaces. Land constraints, financial limitations, and the still present demand for parks in the Central Area also support the conclusion that the City will need to work with the private sector in creating some of these spaces.

## **E. Policy Implications**

The analysis presented in this paper examines the demand for parks and open spaces in the Central Area. It has found that as the Central Area redevelops, the shortfall between the amount of existing parkland and the amount of land required to meet parkland service levels will increase. The shortfalls are greatest in the Queen Street Corridor but there are also significant shortfalls within the Neighbourhood Park categories within the Downtown and the Bramalea City Centre precincts. On top of the demand created by the increase in population, different types of spaces, such as squares and plazas, are needed in order to achieve the desired urban character. The existing urban spaces in the Downtown serve as a model for the types of spaces that will be required in the Queen Street Corridor and the Bramalea City Centre precincts.

To address the gaps identified in the analysis contained in this paper, the following issues related to the Central Area should be considered through the review of the Parkland Dedication By-law. The recommendations are intended to balance two goals - providing for the development of a high-quality open space system in the Central Area and providing incentives to encourage its redevelopment.

## 1. *Earmarking Cash in Lieu Funds for the Central Area*

The City's Strategic Plan and other planning documents emphasize the importance of the Central Area to the economic and cultural vitality of the city. A part of developing a robust Central Area is developing a high-quality system of urban places, parks, and open spaces and that will contribute to it being an attractive place to live, work, and visit. A source of funding specific to the Central Area would assist in the development of a high-quality system. In addition, the findings of the quantitative and accessibility analysis demonstrate a clear need for additional spaces in the Central Area.

Therefore, it is recommended that consideration be given to the earmarking of CIL funds generated in the Central Area for projects within the Central Area or ones that serve its residents as a possible source of funding. In addition, to providing a source of funding, such a fund can also serve as a tool for encouraging redevelopment. The planned system of urban places, parks, and open spaces and its benefits to future residents can act as a draw for development. An earmarked funding source demonstrates the City's commitment to creating that system.

While earmarking funds for the Central Area can provide benefits, it also creates some concerns that should be considered. The concerns include:

- Parkland acquisition will always be in reaction to development. Since CIL monies will not be received until development occurs, parkland acquisition will always follow development. If earmarked funds are used exclusively, there is an opportunity lost to use the building of a park or urban space as a catalyst for redevelopment.
- The amount of possible funding may be more limited than if Central Area projects had access to the wider pool of CIL generated from all development.

To mitigate these concerns, the policy establishing an earmark fund should be structured so that there is flexibility to draw on monies beyond the earmarked funds. This is particularly important in the early stages of redevelopment when there may be opportunities to use the building of a park as a catalyst for redevelopment and when earmarked funds may be limited. While additional funds may be necessary in the early stages of redevelopment, as redevelopment progresses, the CIL revenues generated in the Central Area may exceed demands for the revenue as the public space system is built out. Then revenues generated in the Central Area could be used for projects outside the Central Area.

## 2. *Central Area Discount Program*

The 2004 Parkland Dedication By-law instituted a 50% discount for high-density projects in the Central Area, excluding projects east of Highway 410. This program expired on October 26, 2006 and has not been renewed. One project (Main/Market Holdings) took advantage of the incentive program. Alterra paid

their CIL payment for the 11 George Street site under protest, arguing that the City should reinstate this incentive or a similar program.

To better understand the effect of CIL policies on development, it is helpful to apply them to a current development application as an example. The Alterra project at 11 George Street includes 303 units and has a site area of 0.36 ha. The MPAC assessed value is \$802,500. Using the current \$3,300 standard high density rate per unit, the required CIL is \$999,900. The current rate is based on a standard land value of \$400,000/ac (\$988,000/ha), which is below market value. This example demonstrates that the current rate is a discounted rate. Based on the MPAC assessed value, the 11 George St. site has a land value of \$2,229,000/ha (\$902,000/ac). If the actual land value were used, the required CIL would be approximately \$2,251,000, which is more than double the applied standard unit rate.

Consideration of any sort of discounting or special policy assigned to the Central Area must take into account the deficits in municipal park and open space supply that already exist and may be exacerbated with increased development and redevelopment. Furthermore, discounts create reduced revenue and reduced capabilities to meet parkland service levels. The analysis presented in this paper found significant gaps in the Central Area's parkland system. High-density development is already discounted and reinstating a further discount program would limit the City's ability to address these needs. Earmarking funds for the Central Area would ensure that the residents of developments in the Central Area would benefit from the CIL collected in the Central Area.

While a further discount is not recommended based on the current CIL rate for high density development, an outcome of the review of the Parkland Dedication By-law may be an increase in the high-density CIL rate. The recommendation to not reinstate a Central Area discount program should be revisited if that occurs in order to review whether the policy maintains an appropriate balance between developing a system of high quality open and public spaces in the Central Area and of encouraging its redevelopment.

### *3. Continue Existing Policies for Mixed Use Developments:*

The Parkland Dedication By-law does not include a specific policy for collecting cash-in-lieu for mixed-use developments. Active ground level uses are essential to creating the vibrant street life sought for the Central Area. Consideration should be given to exempting the ground level retail portion of mixed-use development from CIL requirements as an incentive.

### *4. Medium Density*

The current policy for medium density development does not provide a cap on the land values used to calculate the CIL requirement, unlike the high and low-density requirements. The lack of a cap means that the per unit CIL rate is higher for medium density than either low or high-density development. Treating medium density differently than both low and high-density development creates a disincentive to its construction. Medium density development will be an important

part of the redevelopment of the Central Area. It is recommended that the method for calculating the medium-density CIL be standardized with the methods used to determine CIL requirements for the other land uses with the goal of removing disincentives to the building of medium density development.

#### 5. *Other Implementation Measures*

Conventional means of funding parks may not be sufficient to develop the urban spaces identified in the draft Central Area hierarchy. First, funding resources are limited. Earmarking CIL would provide a funding source for the acquisition of parkland. However, the Central Area would still have to compete with other areas in the City for funds to develop the parks. In addition, some of the spaces may not be eligible for CIL funds. Therefore, the following additional implementation mechanisms are suggested for further exploration as a part of the Central Area Open Space Study:

- *Establish a density bonusing program:* Section 37 of the Planning Act permits municipalities to authorize density bonuses on specific sites for such facilities, services, or matters as are set out in a zoning by-law. Section 5.12 of the Official Plan contains the required provisions to authorize the City to implement density bonusing. Developing procedures and guidelines should be studied.
- *Create a minimum requirement for private recreational space in the Zoning By-law:* Some municipalities require that developments include a minimum requirement for amenity space reserved for its residents. For example, Toronto requires a minimum of two square metres of indoor amenity space for every dwelling unit. Adding a requirement related private recreational space should be considered.

#### **F. Conclusion**

This paper has presented an assessment of the demands for future CIL revenue in the Central Area. It has found that there are shortfalls, especially in the Queen Street Corridor, expected as redevelopment occurs. Addressing these shortfalls and creating a high-quality park and open space system are important in achieving the City's goals for the Central Area. A number of policy measures related to CIL should be considered in order to achieve a high quality system. The measures include establishing a funding source specific to the Central Area, maintaining a level of CIL revenues necessary to fund the system, providing appropriate incentives for encouraging desired forms of development, and developing alternative implementation measures for building the system.