



Centre Wellington

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PARKS PLAN

FINAL REPORT

Township of Centre Wellington
July 2025



PREPARED BY



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1. Introduction & Context

1.1 Project Context & Scope

The Township of Centre Wellington has undertaken a phased approach to the preparation of a new Parks and Recreation Plan in 2025. GSP Group Inc. (“GSP”) and Watson & Associates Economists Ltd. (“Watson”) are part of a project team lead by McQueen Galloway Associates (“MGA”) on the Township’s new Parks and Recreation Plan. This Parks Plan report is prepared by GSP and Watson as a component of the overall Parks and Recreation Plan and will inform its recommendations related to parks-planning and in particular addressing future parkland needs.

A Parks Plan is intended to guide municipalities in identifying and planning for their future long-term parkland needs related to population growth and land development. The purpose of this report is to review the Township’s current parkland supply and to make recommendations regarding the amount of land that the Township will need to acquire or otherwise obtain to support the population growth projected to the year 2051.

As a condition of development, the Planning Act enables municipalities to pass a by-law requiring specified amounts of land to be conveyed for parkland or other public recreational purposes. Prior to passing such by-law and as a first step, municipalities must first prepare a Parks Plan that examines the ultimate need for parkland in the municipality. This Parks Plan will fulfill the requirements of the Planning Act (s. 42) and will support the use of the “alternative requirement” described in subs. 42 (3) as the Township of Centre Wellington develops a new Parkland Dedication By-law and updates its parkland policies. It allows municipalities to put in place tools to require the dedication of a proportion of land or to require a payment-in-lieu of parkland when new developments are proposed. This Parks Plan will also provide background information and data that will support the preparation of the full Parks and Recreation Plan in the next phase of the process.

The Parks and Recreation Plan will cover a full range of indoor and outdoor recreation planning considerations and recommendations beyond the scope of this Parks Plan report. As it relates to parks and outdoor recreation, the Parks and Recreation Plan will expand on the Parks Plan by providing:

- Recommendations and guidance related to the allocation of funds from cash-in-lieu payments towards land acquisition, park development projects, etc.

- Suggestions on how to integrate community values, principles, and preferences into the planning of new parks and the redevelopment or renewal of existing ones.
- Guidance on the planning and distribution of outdoor recreation facilities and other amenities, considering projected population growth to 2051.

1.2 Geographic Context & Community Structure

The Township of Centre Wellington was formed in 1999 through the amalgamation of the Town of Fergus, Village of Elora, and parts of the Townships of Eramosa, Nichol, Pilkington and West Garafraxa.¹

Wellington County Structure

The Township of Centre Wellington is located centrally within Wellington County, with the Township of Guelph-Eramosa located to the southeast, the Town of Erin located to the east, the Township of Mapleton located to the west, and the Township of Wellington North located to the north. Municipalities adjacent to the Township of Centre Wellington not part of Wellington County include the Township of Woolwich (Region of Waterloo) to the southwest and the Township of East Garafraxa (Dufferin County) located to the northeast.

In addition to the Township of Centre Wellington, Wellington County is comprised of 6 other local municipalities, as summarized in **Table 1.1**.

Township of Centre Wellington Settlement Areas

The Township of Centre Wellington includes a mixture of urban centres and hamlets which are listed in **Table 1.2**.

Conservation Areas & Significant Physiographic & Landform Features

Conservation areas, significant physiographic and landform features within or partially within the Township of Centre Wellington offer a variety of public recreational opportunities, as described in **Table 1.3** (p. 4).

¹ Township of Centre Wellington Official Plan (2005).

Table 1.1 – County of Wellington, Lower-Tier Municipalities & Population (2021)

Municipality Name	Population 2021 Census)	Population (adjusted for net undercoverage) ^(a)
<i>Township of Centre Wellington</i>	31,093	32,130
Town of Erin	11,981	12,381
Township of Guelph Eramosa	13,904	13,805
Township of Mapleton	10,839	11,201
Town of Minto	9,094	9,398
Township of Puslinch	7,944	7,887
Township of Wellington North	12,431	12,846
Total, County of Wellington	97,286	99,647

^(a)Adjusted using a net undercoverage rate of –0.72% for Guelph/Eramosa and Puslinch (both part of the Guelph Census Metropolitan Area) and a rate 3.83% for all other municipalities (not part of a CMA). See Statistics Canada, Coverage Technical Report, Census of Population, 2021, Table 1.2b.

Source: Statistics Canada, *2021 Census of Population*.

Table 1.2 – Township of Centre Wellington Hamlets & Urban Centres

Hamlet or Urban Centre Name	Classification (Hamlet or Urban Centre)
Belwood	Hamlet
Elora/Salem ^(a)	Urban Centre
Ennotville	Hamlet
Fergus	Urban Centre
Inverhaugh	Hamlet

^(a)Township Seat.

Table 1.3 – Township of Centre Wellington Geographic Features

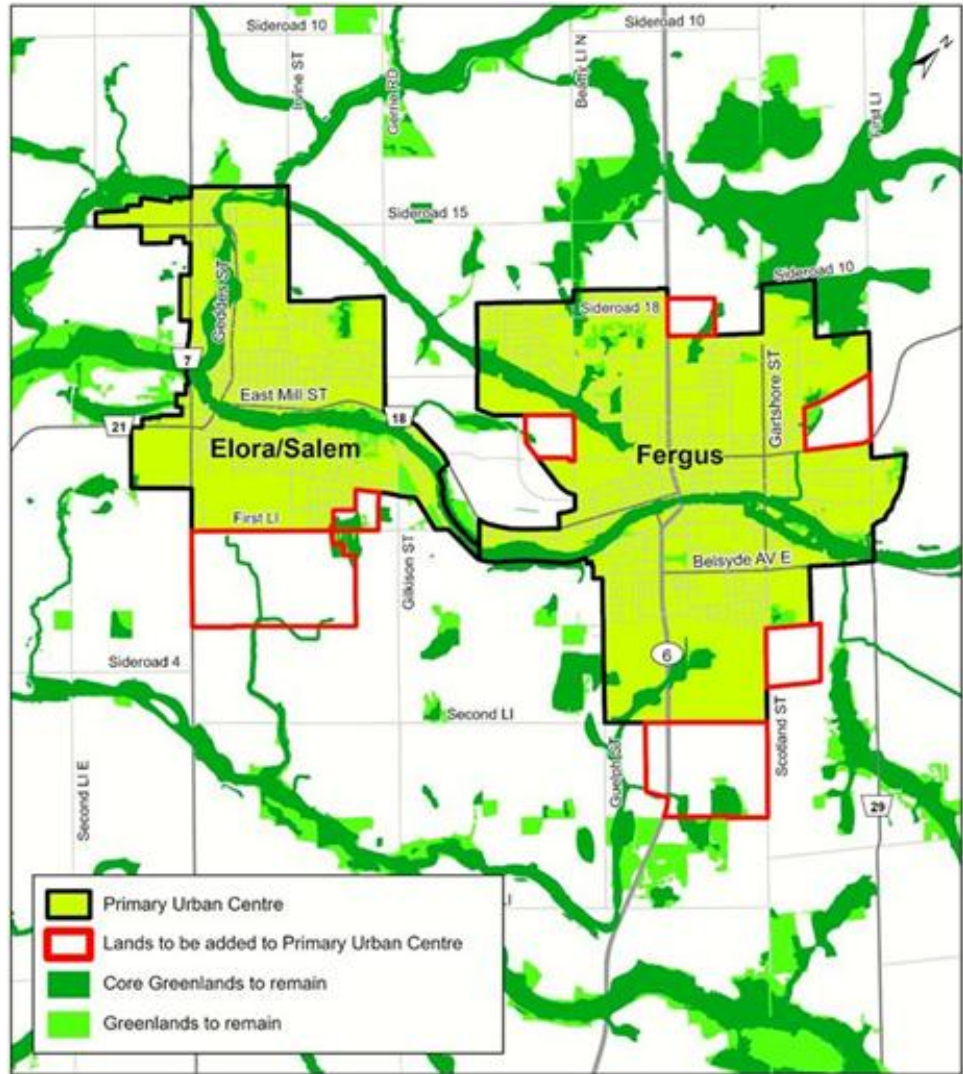
Major Feature	Description
Belwood Lake Conservation Area	• Created by the construction of the Shand Dam in 1942. • Recreational opportunities include watersports such as waterskiing, boating, canoeing, sailing, and swimming, as well as fishing. • Opportunities for picnicking, including picnic tables and barbeques located within the Conservation Area. • Opportunities for hunting within a portion of the Conservation Area.
Elora Cataract Trailway	• 47-kilometres in total length, with connections in Elora/Salem, Fergus, and the Belwood Lake Conservation Area to the Forks of the Credit Provincial Park in Cataract (Region of Peel). situated upon a decommissioned rail corridor. • Access opportunities include hiking, biking, cross-country skiing, snowshoeing, horseback riding between Fergus and Cataract (east of Centre Wellington's limits).
Elora Gorge Conservation Area	• Elora Gorge is known as a major tourist destination within the Township of Centre Wellington, characterized by its 22-metre high cliffs. • Features within the Elora Gorge Conservation Area include riverside trails, hiking, cycling, scenic lookouts, watersports, including kayaking, canoeing, tubing and rafting, camping, as well as fishing. • The Conservation Area offers camping, including 250 unserviced sites, 130 serviced sites (water and electricity), 20 serviced sites (electricity), and 60 serviced sites (water, electricity, and sewer), including washroom facilities, concessions, group facilities, waste and recycling services, playgrounds and sports fields, including pavilions, seating and cooking areas, and water access.
Grand River	• Designated as a Canadian Heritage River. • Identified in the Township's Official Plan as the single-most important physical feature within Centre Wellington. • Centre Wellington in its entirety is within the Grand River watershed. • Recreational opportunities include water sports, nature and scenic appreciation, fishing and hunting, trails and corridors and human appreciation. • Its heritage resources and recreation opportunities provide the basis for Centre Wellington's tourism industry.

Sources: Grand River Conservation Authority, *GrandRiver.ca* ("[Belwood Lake](#)," "[Elora Cataract Trailway](#)" & "[Elora Gorge](#)").

Proposed Urban Boundary Expansions

On November 14, 2024, the County of Wellington released Draft Official Plan Amendment No. 126 (“OPA 126”), which outlined various proposed additions to the Primary Urban Centres of Fergus and Elora/Salem. In the urban centre of Elora/Salem, 2 parcels are identified for expansion to the south of the current urban centre boundary. In the urban centre of Fergus, 5 parcels are identified for expansion – 2 parcels to the south, 1 parcel to the east, 1 parcel to the north, and 1 parcel to the west of the current urban boundary.

Figure 1.1 – Urban Boundary Expansions (County of Wellington OPA 126)



Source: County of Wellington, Official Plan Amendment No. 126 (November 14, 2024), Schedule “A-2”.

Within these identified urban boundary expansions, a portion of the southern-most identified parcel will be added to the Employment Area, with the remaining portion, as well as the other 1 identified parcel will be added to the Designated Greenfield Area. In Fergus, the 1 parcel identified at the south of the urban centre will be added to the Employment Area. The remaining 4 identified parcels will be added to the Designated Greenfield Area.

Figure 1.1 shows the location of the proposed urban boundary expansion lands.

1.3 Population & Demographic Profile

From 2006 to 2021 the census population in the Township of Centre Wellington grew from 26,049 to 31,093, representative of a growth of approximately 16.5% over a 15-year period.² By 2051, the Township of Centre Wellington is expected to have a population of 58,200, representing a growth of 53.5% over a 30-year period (2021-2051), which includes 22,130 households and 25,100 employment opportunities by 2051.³

Population Growth Forecast

According to projections from the Municipal Comprehensive Review (“MCR”) prepared by Watson, the greatest amount of growth in the Township of Centre Wellington from 2021 to 2051 is projected to occur in the primary urban centre of Fergus, which Watson projects as growing from 19,100 people in 2021 to 36,300 people in 2051, representing total growth of 90.05% over the projected 2021 population⁴ at an average compound annual growth of 2.16%. The urban centre of Elora-Salem is expected to see the second highest growth, from 7,800 residents in 2021 to 14,100 residents projected by 2051, representing growth of 82.1% at an average compound annual rate of 2.02%. The areas outside of the two primary urban centres are projected to see the least amount of growth, from 7,200 residents to 7,800 residents by 2051, representing total growth of 8.3% at an average compound annual rate of 0.27%.

Overall, Wellington County is expected to have an average annual growth rate of approximately 1.55% over this thirty-year horizon period, growing from a projected

² Township of Centre Wellington, Community Profile (2023).

³ Wellington County Official Plan (2024).

⁴ This number is referred to as the “projected” 2021 population because Watson’s MCR report was prepared and released before data from the 2021 Census of Population were available.

2021 population of 100,800 people to 160,000 people in 2051 (a total increase of 58.7% over the 2021 population). According to the MCR projections, the Township of Centre Wellington's 34,100 residents in 2021 comprised 33.83% of the County of Wellington's population. In comparison, by 2051, the Township of Centre Wellington's projected population of 58,200 will represent 36.38% of the County of Wellington's population, representing an increase in the Township's overall share of the County's population.

Table 1.4 provides a summary of the projected population growth within each urban centre within the Township of Centre Wellington from 2021 to 2051.

Households

As of 2021, 12,810 households were present in the Township of Centre Wellington, with a projected increase to a total of 22,400 households by 2051, representing a Township- wide increase of 74.86%. Again, the urban centre of Fergus is projected to see the greatest increase, from 7,320 households in 2021 to 14,280 households in 2051, an increase of 95.08% over the 2021 number. The Elora–Salem urban centre is expected to see the second-highest growth, from 2,960 households to 5,340

Table 1.4 – Township of Centre Wellington, Population Projections, 2021–2051

Urban Centre Name	2021 Population ^(a)	2051 Population (Projected) ^(a)	Average Annual Growth Rate
Elora-Salem	7,800	14,100	2.02%
Fergus	19,100	36,300	2.16%
Outside Primary Urban Centres (including Hamlets of Belwood, Ennotville & Inverhaugh)	7,200	7,800	0.27%
Total (Township)	34,100	58,200	1.84%
<i>Wellington County</i>	<i>100,800</i>	<i>160,000</i>	<i>1.55%</i>
Township as percentage of Wellington County	33.83%	36.38%	N/A

^(a)Population projections provided in Wellington County Official Plan. Population projections not available for Hamlets within the Township of Centre Wellington.

Table 1.5 – Township of Centre Wellington, Household Growth, 2021–2051

Urban Centre Name	2021 Households ^(a)	2051 Households (Projected) ^(a)	Percent Change
Elora-Salem	2,960	5,340	80.41%
Fergus	7,320	14,280	95.35%
Outside Primary Urban Centres (including Hamlets of Belwood, Ennotville & Inverhaugh)	2,390	2,630	10.04%
Total (Township)	12,810	22,400	74.86%
<i>Wellington County</i>	36,059	57,924	60.64%
Township as percentage of Wellington County	35.53%	38.67%	N/A

^(a)Household projections provided in the Wellington County Official Plan. Household projections not available for Hamlets within the Township of Centre Wellington.

households by 2051, an overall increase of 80.41%. The areas outside of the two primary urban centres are projected to see the least growth, from 2,390 households in 2021 to 2,630 households in 2051, a total increase of 10.04%.

Overall, the number of households in the Township in 2021 made up 35.53% of the total of 36,059 households in the County of Wellington. By 2051, it is projected that the Township's households will represent 38.67% of the 57,924 households in the County of Wellington, representing an increase in the Township's overall share of households within the County of Wellington.

Table 1.5 provides a summary of the projected household growth within each urban centre within the Township of Centre Wellington from 2021 to 2051.

Table 1.6 – Township of Centre Wellington, Change in Household Size, 2021–2051

Urban Centre Name	2021 Average Household Size ^(a)	2051 Average Household Size (Projected) ^(a)	Household Size Change
Elora-Salem	2.57	2.58	+0.01
Fergus	2.53	2.51	–0.02
Outside Primary Urban Centres (including Hamlets of Belwood, Ennotville & Inverhaugh)	2.96	2.89	–0.07
Average (Township)	2.66	2.63	–0.03

^(a)Based on population and household data provided in the Wellington County Official Plan. Population and household projections not available for Hamlets within the Township of Centre Wellington.

Household Size

In terms of household size, the urban centre of Elora-Salem is expected to experience an increase of 0.01 additional residents per household, on average. The urban centre of Fergus, as well as the areas outside the urban centres of Elora-Salem and Fergus are expected to see an overall decline in the average household size by 0.03 residents per household. **Table 1.6** provides a summary of the projected average household size within each urban centre within the Township of Centre Wellington from 2021 to 2051.

Employment

Total employment in the Township of Centre Wellington is projected to be 25,100 jobs by 2051, representing a 48.61% increase from 2021 when there were 12,200 jobs. Overall, in 2021, the Township of Centre Wellington's employment made up 28.37% of the overall total employment in Wellington County. By 2051, it is projected that employment within the Township of Centre Wellington will make up 35.86% of employment opportunities within Wellington County.

Table 1.7 provides a summary of the projected employment in the Township of Centre Wellington overall from 2021 to 2051.

Table 1.7 – Township of Centre Wellington, Employment Growth, 2021–2051

	2021 Employment Opportunities^(a)	2051 Employment Opportunities^(a)	Growth Rate
Township of Centre Wellington	12,200	25,100	48.61%
County of Wellington	43,000	70,000	61.43%
Township as Percentage of Wellington County	28.37%	35.86%	N/A

^(a)Based on employment data provided in the Wellington County Official Plan. Employment data and projections provided Township-wide, no data available for individual Urban Centres or Hamlets.

Age Characteristics

Overall, 17% of the population is within 0 to 14 years of age and 22% of the population is ages 65 and older, with an overall dependent population of 39% (12,275 residents). The balance of the population (61%) is within 15 to 64 years of age, with an overall workforce working-age population of 18,815 residents.

The chart in **Figure 1.2** illustrates the age characteristics of the Township of Centre Wellington (2021).

Household Characteristics

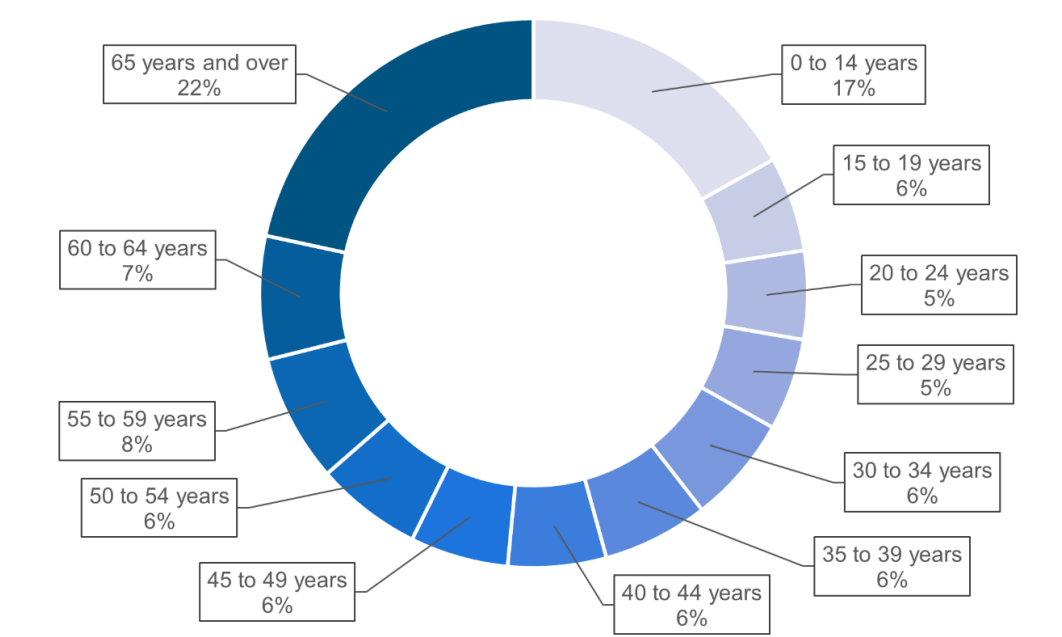
Over one-third of households (38%) have 2 persons, 23% have 1 person, 15% have 3 persons, 15% have 4 persons and 9% have 5 or more persons. The chart in **Figure 1.3** illustrates the household characteristics of the Township of Centre Wellington (2021).

Family & Children Characteristics

Overall, approximately 30% of households are family households with children, 33% of households are family households without children, 7% of households are single-parent households, 3% are multi-generational households, 1% are multiple family households, and 3% are two-or-more person non-family households.

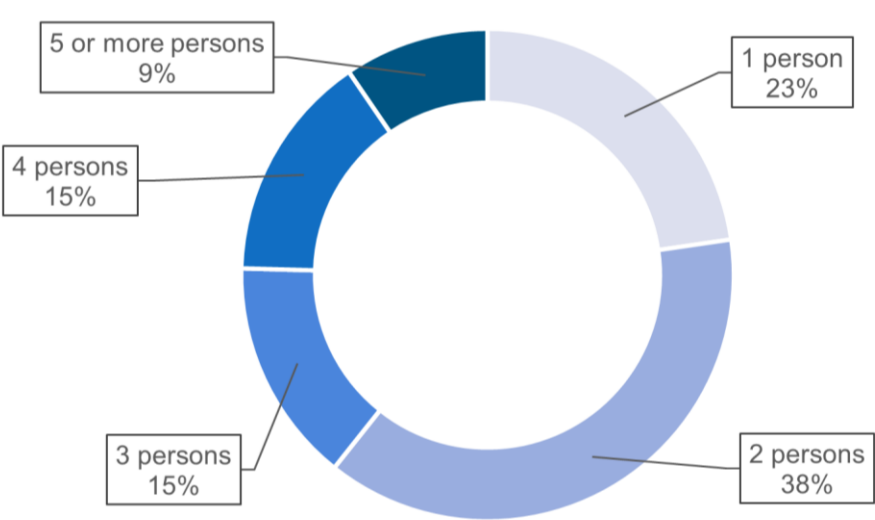
The chart in **Figure 1.4** (p. 12) provides a summary of the family and children characteristics of the Township of Centre Wellington (2021).

Figure 1.2 – Township of Centre Wellington Age Characteristics (2021)



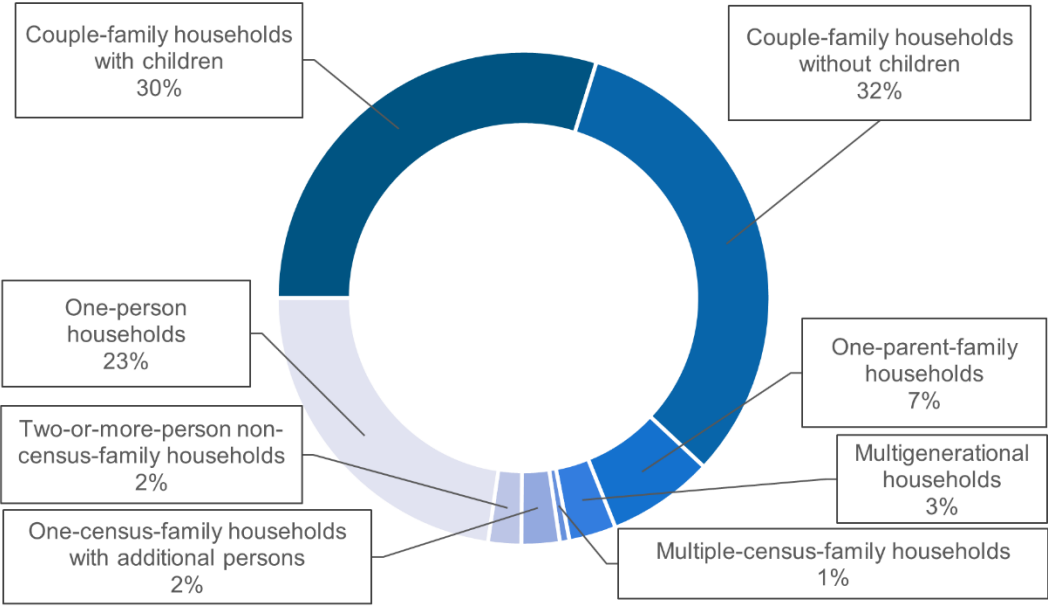
Source: Statistics Canada, 2021 Census of Population.

Figure 1.3 – Township of Centre Wellington Household Characteristics (2021)



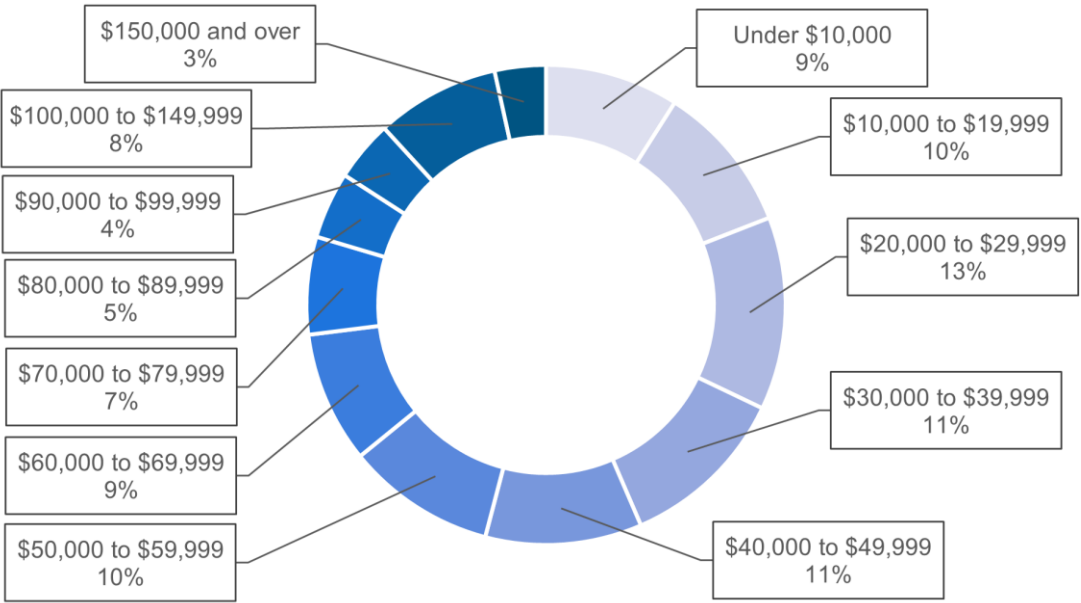
Source: Statistics Canada, 2021 Census of Population.

Figure 1.4 – Township of Centre Wellington Family & Children Characteristics (2021)



Source: Statistics Canada, 2021 Census of Population.

Figure 1.5 – Township of Centre Wellington Income Characteristics (2020)



Note: Income ranges refer to total (i.e., before-tax) income of individuals aged 15 years and older in private households. "Under \$10,000" includes those without income and those with negative income (i.e., net loss).

Source: Statistics Canada, 2021 Census of Population

Income

Overall, approximately 52% of the working population earns an income below \$50,000 annually with approximately 29% earning below \$30,000 annually. Approximately 35% of the working population earns between \$50,000 and \$100,000 annually.

The chart in **Figure 1.5** above provides a summary of the income characteristics of the Township of Centre Wellington (2021).

Demographics Summary: Key Parks Planning Considerations

- Significant planned population growth will be the primary demand driver for additional parkland to serve the increase in need for outdoor recreation, focused within the urban centres of Elora-Salem and Fergus where the majority of growth is planned, including related urban expansion areas.
- As the largest local municipality by population in Wellington County, which is expected to increase proportionately, demands for regional-scale outdoor recreational facilities in the County are likely to be strongest in Centre Wellington.
- Household size is projected to remain relatively stable but the cost of housing, increasing density and housing mix will continue to generate greater reliance on public parkland to provide space for free and affordable outdoor recreation to serve the growing population.

2. Parks Planning & Policy Review

2.1 Principles of Parkland Dedication & Acquisition

In Ontario, municipalities follow several key principles for parkland dedication and acquisition to ensure communities have adequate access and distribution of green spaces. This is generally established and carried out by the following:

- 1. Legislative Authority** — The *Planning Act* provides municipalities with the authority to require and impose conditions on development and redevelopment of land to receive parkland or payment-in-lieu of parkland. Section 42 of the *Planning Act* provides the rules with respect to conveyance of land for park purposes (to be imposed by by-law), while Section 51.1 provides the rules for the conveyance of parkland imposed as a condition of approval of a plan of subdivision, and Section 53 provides the rules for conveyance of parkland required for consent.
- 2. Standard Parkland Rates** — The *Planning Act* enables municipalities to require a conveyance of up to 5% of land developed for residential or institutional uses and 2% for commercial and industrial uses, for parkland.
- 3. Alternative Parkland Rates** — The *Planning Act* prescribes an alternative parkland dedication rate for residential development whereby municipalities can require up to 1 hectare per 600 residential units for parkland conveyance, or 1 hectare per 1,000 units as payment-in-lieu. These alternative rates are typically only applied to higher- density residential developments where it would yield more parkland (or cash- in-lieu) than the standard requirement of 5%.
- 4. Community Integration & Needs** — Parkland policies should aim to reflect community values and needs, ensuring that new parks and recreational facilities align with local priorities and long- term projected population growth.
- 5. Financial Management** — Municipalities are required to manage funds received as parkland payment-in- lieu effectively and transparently, including making commitments to allocate or spend funds on specified assets or activities, including parkland acquisition.

2.2 Planning Act

The *Planning Act* (R.S.O. 1990, c. P.13) establishes the legislative framework for land use planning in Ontario. The *Planning Act* provides for the integration of provincial matters in planning decisions; details a planning process that is intended to be fair, accessible, timely and efficient; encourages cooperation and coordination amongst various interest groups; and establishes the decision-making authority and accountability of municipal councils in the planning process.

The following outlines the relevant subsections of Section 42 of the *Planning Act*.⁵ Section 42 (1) provides that a municipality may require land be conveyed in the amount of 2 per cent for industrial and commercial development and 5 per cent for all other development (i.e., residential and institutional):

- 42 (1)** As a condition of development or redevelopment of land, the council of a local municipality may, by by-law applicable to the whole municipality or to any defined area or areas thereof, require that land in an amount not exceeding, in the case of land proposed for development or redevelopment for commercial or industrial purposes, 2 per cent and in all other cases 5 per cent of the land be conveyed to the municipality for park or other public recreational purposes.
- (2) A by-law passed under this section comes into force on the day it is passed, or the day specified in the by-law, whichever is later.

The *More Homes Built Faster Act, 2022* (S.O. 2022, c. 21) (“Bill 23”), which received Royal Assent on November 28, 2022, made several amendments to Section 42 of the *Planning Act*. These include the addition of several subsections, including Subsection 42 (1.1), which came into effect on June 1, 2024, and which provides for a reduction in the parkland dedication requirements for affordable residential units. Where a development includes affordable residential units (as defined in the *Development Charges Act, 1997*), the dedication requirements shall not exceed 5% multiplied by the ratio of non-affordable residential units vs. the total number of residential units. For example:

- Number of affordable residential units: 10
- Number of non-affordable (i.e., market) residential units: 90
- Total units: 100

⁵ The rules under Sections 51.1 and 53 are similar except for the date of determination of value for payment-in-lieu of parkland, which is noted below. Additionally, no by-law is required to impose the base dedication provisions under Section 51.1 or 53.

- 5% multiplied by (90 divided by 100) equals 90% of 5% or 4.5%.

Section 42 (1.2) has been added to provide for an exemption for non-profit housing developments (as defined in the *Development Charges Act, 1997*). Section 42 (1.3) has been added to provide for a similar residential intensification exemption as the *Development Charges Act, 1997*:

- (1.3) A by-law passed under this section does not apply to the erection or location of,
- (a) a second residential unit in a detached house, semi-detached house or rowhouse on a parcel of land on which residential use, other than ancillary residential use, is permitted, if all buildings and structures ancillary to the detached house, semi-detached house or rowhouse cumulatively contain no more than one residential unit;
 - (b) a third residential unit in a detached house, semi-detached house or rowhouse on a parcel of land on which residential use, other than ancillary residential use, is permitted, if no building or structure ancillary to the detached house, semi-detached house or rowhouse contains any residential units; or
 - (c) one residential unit in a building or structure ancillary to a detached house, semi-detached house or rowhouse on a parcel of urban residential land, if the detached house, semi-detached house or rowhouse contains no more than two residential units and no other building or structure ancillary to the detached house, semi-detached house or rowhouse contains any residential units.

Alternative Parkland Dedication Rate

For residential development or redevelopment, a municipality may also impose an alternative requirement to the 5 per cent dedication based on a rate of one hectare for each 600 net residential units,⁶ as follows:

- (3) Subject to subsection (4), as an alternative to requiring the conveyance provided for in subsection (1), in the case of land proposed for development or redevelopment for residential purposes, the by-law may require that land be conveyed to the municipality for park or other public recreational purposes at a rate of one hectare for each 600 net residential units proposed or at such lesser rate as may be specified in the by-law.

The *More Homes Built Faster Act, 2022* added Subsection 42 (3.0.2) to identify that the number of units included in the calculation is the net new residential units after the development or redevelopment. This provides for a credit for the existing units.

⁶ As amended by the *More Homes Built Faster Act, 2022*. The previous rate was one hectare for each 300 dwelling units.

Subsection 42 (3.0.3), which also came into effect on June 1, 2024, provides that affordable residential units and attainable residential units (as defined in the *Development Charges Act, 1997*) are excluded from the calculation of net residential units.

Subsection 42 (3.3), which was added by the *More Homes for Everyone Act, 2022* (S.O. 2022, c. 12) and came into effect on April 14, 2022, provides caps on the maximum dedication/payment-in-lieu required. This section is provided as follows:

- (3.3) A by-law that provides for the alternative requirement authorized by subsection (3) shall not require a conveyance or payment in lieu that is greater than,
- (a) in the case of land proposed for development or redevelopment that is five hectares or less in area, 10 per cent of the land or the value of the land, as the case may be; and
 - (b) in the case of land proposed for development or redevelopment that is greater than five hectares in area, 15 per cent of the land or the value of the land, as the case may be.

Requirement for a Parkland Dedication By-law – Alternative Residential Rate

To use the residential alternative requirement of one hectare for each 600 net residential units, a municipality must have the policy in their Official Plan and pass a by-law which outlines parkland dedication (and payment-in-lieu of parkland) requirements. The *Smart Growth for Our Communities Act, 2015* (S.O. 2015, c. 26) amended Section 42 of the *Planning Act* to include a requirement to complete a Parks Plan prior to including the use of the alternative rate provisions in an Official Plan.⁷ This provision was further amended by the *More Homes Built Faster Act, 2022* to require the completion of a Parks Plan prior to passing a by-law which includes the alternative residential rate.

To impose the alternative rate under Section 42 or 51.1 of the *Planning Act*, the municipality must pass a by-law. Section 42 (3.1) and (4.4) to (4.24) provide for the rules/requirements to pass a by-law with the inclusion of the alternative rate. A summary of the process and requirements is as follows:

- **Consultation:** The municipality shall consult with persons and public bodies as the municipality considers appropriate (note that in the preparation of a Parks Plan, the Municipality shall consult with every school board that has jurisdiction

⁷ This amendment came into effect on July 1, 2016.

and may consult with any other persons or public bodies the municipality considers appropriate).

- **Notice of Passage:** The municipality shall give written notice of the passing of the by-law within 20 days of passage and identify the last day for appealing the by-law (40 days after passage). Details of the notice requirements are set out in O. Reg. 509/20 and are provided in Appendix A.
- **Appeal of By-law to the Ontario Land Tribunal:** A by-law may be appealed. The Clerk has certain duties on appeal which are listed in Subsection 42 (4.10). The Tribunal has various powers to dismiss the appeal or direct the municipality to amend the by-law.

Although a by-law is required to impose any parkland dedication under Section 42 of the *Planning Act*, the notice and consultation requirements do not appear to apply if the by-law does not include provision for the alternative rate.

Payment in Lieu of Parkland

The Township may require payment-in-lieu of parkland based on the value of the land otherwise required to be conveyed as parkland. Further, if the Township has authorized the use of the alternative rate for parkland dedication, payment-in-lieu may be received instead, at a rate of one hectare for each 1,000 net residential units.⁸

- (4) For the purpose of determining the amount of any payment required under subsection (3) or (3.1), the value of the land shall be determined as of the day before the day of the approval of the draft plan of subdivision.

Note, for parkland conveyed under consent, the value shall be determined as of the day before the provisional consent was given. Section 53 (13) provides for the following:

- (13) If, on the giving of a provisional consent, land is required to be conveyed to a municipality for park or other public recreational purposes and the council of the municipality requires a payment in lieu, for the purpose of determining the amount of the payment, the value of the land shall be determined as of the day before the day the provisional consent was given.

⁸ As amended by the *More Homes Built Faster Act, 2022*. The previous amount was one hectare for each 500 dwelling units.

The *More Homes Built Faster Act, 2022* added Subsections 42 (2.1), (2.2), (2.3), and (2.4), which provide for a rate freeze similar to what is included in the *Development Charges Act, 1997*. This is provided as follows:

- (2.1) The amount of land or payment in lieu required to be provided under this section is the amount of land or payment in lieu that would be determined under the by-law on,
- (a) the day an application for an approval of development in a site plan control area under subsection 41 (4) of this Act or subsection 114 (5) of the *City of Toronto Act, 2006* was made in respect of the development or redevelopment;
 - (b) if clause (a) does not apply, the day an application for an amendment to a by-law passed under section 34 of this Act was made in respect of the development or redevelopment; or
 - (c) if neither clause (a) nor clause (b) applies, the day a building permit was issued in respect of the development or redevelopment or, if more than one building permit is required for the development or redevelopment, the day the first permit was issued.
- (2.2) Subsection (2.1) applies regardless of whether the by-law under which the amount of land or payment in lieu would be determined is no longer in effect on the date the land is conveyed, the payment in lieu is made or arrangements for the payment in lieu that are satisfactory to the council are made, as the case may be.
- (2.3) If a development was the subject of more than one application referred to in clause (2.1) (a) or (b), the later one is deemed to be the applicable application for the purposes of subsection (2.1).
- (2.4) Clauses (2.1) (a) and (b) do not apply if, on the date the first building permit is issued for the development, more than two years have elapsed since the application referred to in clause (2.1) (a) or (b) was approved.

Special Account & Reporting Requirements

All money received by the Township for the purposes of payment-in-lieu shall be paid into a special account and spent only for the following purposes (as per Subsection 42 (15)):

- acquisition of land to be used for park or other public recreational purposes;
- erection, improvement, or repair of buildings; and
- acquisition of machinery for park or other public recreational purposes.

Subsection 42 (17) of the *Planning Act* provides that a council that passes a by-law under Section 42 shall provide the reports and information as prescribed in the regulation. Ontario Regulation 509/20, Section 7 identifies the information that shall be provided to the public each year (for the previous year):

1. Statements of the opening and closing balances of the special account and of the transactions relating to the account.
2. In respect of the special account referred to above, statements identifying,
 - i. land and machinery acquired during the year with funds from the special account,
 - ii. buildings erected, improved, or repaired during the year with funds from the special account,
 - iii. details of the amounts spent, and
 - iv. for each asset mentioned in subparagraphs i and ii, the manner in which any capital cost not funded from the special account was or will be funded.
3. The amount of money borrowed from the special account and the purpose for which it was borrowed.
4. The amount of interest accrued on any money borrowed from the special account.

The *More Homes Built Faster Act, 2022* added Subsection 42(16.1) to require that: “in each calendar year beginning in 2023, a municipality shall spend or allocate at least 60 per cent of the monies that are in the special account at the beginning of the year.” There is no specific requirement to spend the money, however, the monies should be allocated to future anticipated projects. As this is also a requirement for Development Charges, it is recommended that the allocation for parkland dedication reserve funds follow a similar process.

2.3 Provincial Planning Statement, 2024

The Provincial Planning Statement (2024) (“PPS”) provides policy direction on matters of provincial interest and guides growth and development in Ontario. The PPS supports land use planning that contributes to effective and efficient growth and development, long-term economic prosperity, and the well-being of residents.

The PPS is issued under Section 3 of the *Planning Act* and came into effect on October 20, 2024, replacing the Provincial Policy Statement (2020) and Places to Grow – Growth Plan for the Greater Golden Horseshoe (2019).

According to Section 3 (5) of the *Planning Act*, “Policy Statements and Provincial Plans,” a decision of the council of a municipality, a local board, a planning board, a minister of the Crown and a ministry, board, commission, or agency of the government, including the Tribunal, in respect of the exercise of any authority that affects a matter, shall be consistent with the Policy statements issued under

subsection (1) that are in effect on the date of decision. As such, planning decisions must be consistent with the Provincial Planning Statement in its entirety.

Complete Communities

According to Section 2.1 of the PPS, “Planning for People and Homes,” Policy 2.1.6 of the Provincial Planning Statement states that:

Planning authorities shall support the achievement of complete communities by:

- a) Accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open spaces, and other uses to meet long-term needs;*
- b) Improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and,*
- c) Improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.*

As per Policy 2.1.6(a) of the PPS, recreation, parks and open spaces are a necessary land use in the achievement of complete communities. “Complete Communities” are further defined in the PPS, as summarized below in this Parks Plan.

Parks & Open Space Policies

Policy 3.9.1 of the PPS, “Public Spaces, Recreation, Parks, Trails, and Open Space,” states that:

Healthy, active, and inclusive communities should be promoted by:

- a) Planning public streets, spaces and facilities to be safe, meet the needs of persons of all ages and abilities, including pedestrians, foster social interaction and facilitate active transportation and community connectivity;*
- b) Planning and providing for the needs of persons of all ages and abilities in the distribution of a full range of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;*
- c) Providing opportunities for public access to shorelines; and,*
- d) Recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts of these areas.*

The policy direction and recommendations provided in this Parks Plan is consistent with the applicable sections in the PPS relating to Public Spaces, Recreation, Parks, Trails, and Open Space.

Definitions

The following definitions from the PPS are related or include reference to aspects of parks and open space planning:

Active Transportation: means human-powered travel, including but not limited to, walking, cycling, inline skating and travel with the use of mobility aids, including motorized wheelchairs and other power-assisted devices moving at a comparable speed.

Complete Communities: means places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for equitable access to many necessities for daily living for people of all ages and abilities, including an appropriate mix of jobs, a full range of housing, transportation options, public service facilities, local stores and services. Complete communities are inclusive and may take different shapes and forms appropriate to their contexts to meet the diverse needs of their populations.

Infrastructure: means physical structures (facilities and corridors) that form the foundation for development. Infrastructure includes: sewage and water systems, septage treatment systems, stormwater management systems, waste management systems, electricity generation facilities, electricity transmission and distribution systems, communications/telecommunications including broadband, transit and transportation corridors and facilities, active transportation systems, oil and gas pipelines and associated facilities.

Natural Heritage Features and Areas: means features and areas, including significant wetlands, significant coastal wetlands, other coastal wetlands in Ecoregions 5E, 6E and 7E, fish habitat, significant woodlands and significant valleylands in Ecoregions 6E and 7E (excluding islands in Lake Huron

and the St. Marys River), habitat of endangered species and threatened species, significant wildlife habitat, and significant areas of natural and scientific interest, which are important for their environmental and social values as a legacy of the natural landscapes of an area.

Natural Heritage System: means a system made up of natural heritage features and areas, and linkages intended to provide connectivity (at the regional or site level) and support natural processes which are necessary to maintain biological and geological diversity, natural functions, viable populations of indigenous species, and ecosystems. These systems can include natural heritage features and areas, federal and provincial parks and conservation reserves, other natural heritage features, lands that have been restored or have the potential to be restored to a natural state, areas that support hydrologic functions, and working landscapes that enable ecological functions to continue. The Province has a recommended approach for identifying natural heritage systems, but municipal approaches that achieve or exceed the same objective may also be used.

Public Service Facilities: means land, buildings and structures, including but not limited to schools, hospitals and community recreation facilities, for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health, childcare and educational programs, including elementary, secondary, post-secondary, long term care services, and cultural services.

Public service facilities do not include infrastructure.

2.4 Development Charges Act, 1997

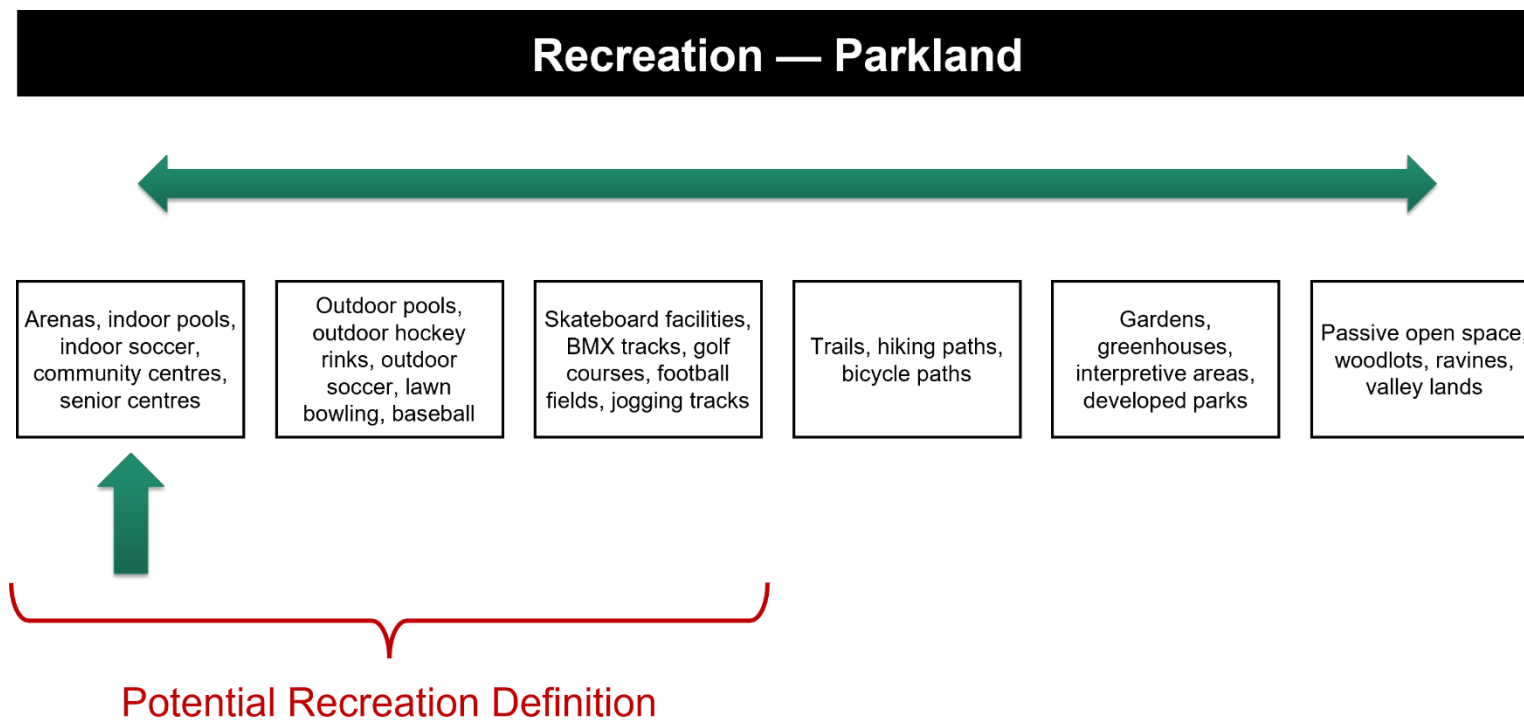
The *Development Charges Act, 1997* (“D.C.A.”) allows for the recovery of growth-related capital costs. Section 2 (4) of the D.C.A. lists the services for which recovery of capital costs are eligible; this includes parks and recreation services. However, there is an exception with respect to land for parks which is outlined in Section 2.1 of Ontario Regulation 82/98. Ineligible parkland includes land for woodlots and land that is acquired because it is environmentally sensitive. Land for an enclosed structure used throughout the year for public recreation and land that is necessary for the structure to be used for that purpose, including parking and access to the structure is eligible for inclusion in a Development Charges (“D.C.”) background study and by-law.

In summary, land for park purposes is not eligible for inclusion in a D.C.; however, land for recreation is eligible. The distinction between parkland and land for recreation purposes is important in determining which lands may be recovered from new development through D.C.s as this will help maximize the recovery of costs.

Historically, the Township has paid for land for indoor recreation facilities (e.g., arenas, community centres, etc.) through D.C.s and all other parkland has been acquired through dedication or paid with funds collected from payment-in-lieu of parkland. However, a consideration of “recreation” may be undertaken. For example, an indoor soccer field built inside of an air-supported structure would be considered an indoor facility and the land for the facility may be funded with D.C.s. If the soccer field was constructed outside, the land would be funded from the parkland reserve. In both cases, the use of the “facility” is the same, however, the funding is different. If soccer facilities (both indoor and outdoor) were defined as “recreation” in all of the Township’s policies (e.g., O.P., parks and recreation master plans, zoning by-law, etc.) there is the potential for the Township to recover the cost of the land from D.C.s.

Figure 2.1 provides for a continuum of parks and recreation uses. These range from indoor facilities such as arenas to open space parkland. The green arrow on the left denotes the current definition of recreation utilized by the Township (i.e., for which land is included in the D.C. study). There is a potential for the recreation definition to be expanded to include outdoor recreation uses such as pools, outdoor hockey rinks, outdoor soccer, lawn bowling, baseball diamonds, skateboard facilities, BMX tracks, golf courses, football fields, and jogging tracks.

Figure 2.1 – Recreation to Parkland Continuum



2.5 County of Wellington Official Plan

The County of Wellington Official Plan was adopted by Wellington County Council on September 24, 1998, approved by the Ministry of Municipal Affairs and Housing on April 13, 1999, and came into effect on May 6, 1999. Several amendments, including comprehensive updates have been made to the County Official Plan since its adoption and approval.

The County Official Plan provides a consistent set of planning policies for the entire County. Two (2) urban centres exist in Centre Wellington, including Fergus and Elora-Salem and three hamlets, including Belwood, Ennottville and Inverhaugh. The remainder of the lands in the Township forms part of the Greenlands and Rural systems.

The County's Official Plan policies and land uses apply to all lands in the Township of Centre Wellington outside of the urban centres. All land use decisions must conform to the policies of the County Official Plan where applicable.

Section 4.11 of the County Official Plan provides general policies on public spaces, parks and open spaces. In this section, it is an objective of the County to provide for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities for parklands, open space areas, trails, and where appropriate, water- based resources. The County also has an objective to consider the impacts of planning decisions on parks.

Section 13.12 of the County Official Plan provides further details on the implementation of parkland requirements. It is a general policy of the County that parkland and recreational facilities be developed to meet the needs of the community. Local municipal Councils are to ensure that adequate parkland is secured and used for the benefit of the community and that opportunities to add to the supply of parkland are pursued.

Section 13.12 of the County Official Plan provides further details on the implementation of parkland requirements. It is a general policy of the County that parkland and recreational facilities be developed to meet the needs of the community. Local municipal Councils are to ensure that adequate parkland is secured and used for the benefit of the community and that opportunities to add to the supply of parkland are pursued.

It is a policy that all local area municipalities shall require the dedication of parkland in accordance with the *Planning Act* for all developments, redevelopment or plans of subdivision (13.12.2). The following criteria is to be considered as desirable in identifying parkland:

- a) *land adjacent to established parks, schools or storm water management areas;*
- b) *land within easy walking distance of the residential area served;*
- c) *land located near the highest density residential areas;*
- d) *land with adequate street frontage to provide for visibility and safety;*
- e) *land that is level, regularly shaped and not susceptible to major flooding, poor drainage, or other environmental or physical conditions which would interfere with their development or use for public recreation.*

Policy 13.12.3 allows local councils to require payment-in-lieu of parkland for the acquisition or development of parkland, as permitted by the *Planning Act*, under the following 4 circumstances:

- a) *where the amount of land to be dedicated is of insufficient size, in the opinion of council, to be useable for normal public recreational activities;*
- b) *where an area is adequately served by municipal or other open space lands;*
- c) *where a municipality wishes to combine the parkland dedications of a number of small developments to provide for a large park area;*
- d) *in rural developments where parkland may not be needed.*

Finally, Policy 13.12.5 permits local municipalities by by-law and as per Section 42 of the *Planning Act* to require that land be conveyed to the municipality for park or other public recreational purposes. While the policy references the former alternative dedication rate of 1 hectare for each 300 dwelling units as previously permitted by the *Planning Act*, the alternative rate would be the maximum permitted in the *Planning Act*, as amended, currently being one hectare for each 600 dwelling units.

2.6 Township of Centre Wellington Official Plan

The Township of Centre Wellington Official Plan (“the O.P.”) was adopted on November 24, 2003, and approved by the Ontario Municipal Board (“OMB”) on May 31, 2005. It has been amended several times and was last consolidated on February 28, 2024. The Township’s Official Plan applies to the urban centres of Fergus, Elora/Salem.

The O.P. provides general policies with respect to parkland dedication and payment-in-lieu of parkland, as the Township's previous parkland dedication by-law expired on September 18, 2022. With the O.P. being over 20 years old since its initial adoption by Council, it is anticipated that the Township's new Parks and Recreation Plan will provide recommendations for the next O.P. update. The following provides an overview of the Township's current approach to parkland dedication and payment-in-lieu.

The O.P., Section C.12: "Parkland" sets out policies with respect to parkland dedication. This section discusses parkland standards, requirements for parks, and parkland dedication guidelines. An appropriate provision rate of **3.0 hectares of parkland or open space for every 1,000 people** has been established in Section C.12 [emphasis added]. Township's Development Manual (June 2024) provides more current parkland provision rate by park class being 1.2 hectares per 1000 people for Community parks and 1.0 hectares per 1000 people for Neighbourhood parks.

Section C.12.1 notes that parkland dedication may be required at the rates of 5% for residential and 2% for commercial and industrial developments. The Township's O.P. does not provide guidance to impose parkland dedication requirements for institutional developments. Note that although the O.P. provides a provision target of 3.0 hectares of parkland or open space for every 1,000 people, municipal best practices suggest that a target based only on active parkland (i.e. no open space, woodlots, etc.) is more appropriate.

For residential development and redevelopment, the O.P. provides that parkland be dedicated at a rate of 5% of the land or one (1) hectare of land for each 300 dwelling units (if there is a parkland dedication by-law in place); there are no parameters on when the alternative rate should be applied. The Township O.P. also identifies a dedication rate of 2% of parkland dedication for commercial and industrial development. As noted above, there are no policies with respect to parkland dedication for institutional developments.

As provided in the O.P., for residential development, the Township may require the dedication of parkland be dedicated at the alternative rate. Although there is no specific guidance provided in the O.P. as to when this alternative rate should be used, the Township may consider using the alternative rate when it provides for a greater amount of dedication relative to the 5% rate. This can be calculated by analyzing the density of development at the breakeven point (i.e., where both rates provide the same land dedication).

To calculate the breakeven point of density, if we assume there is a 20-hectare development, the parkland dedicated at the 5% rate would yield a dedication of one (1) hectare. If we utilize the alternative rate of one (1) hectare for 600 net residential units, this will imply that to get the same amount of land dedication, there will need to be a density of 600 units on the 20 hectares of development. This equates to a density of 30 units per hectare or 12 units per acre. If the density exceeds this breakeven point, the Township will receive more parkland by applying the alternative rate. More details on the breakeven point are provided later in the Parks Plan.

An alternative residential rate of one (1) hectare for each 600 dwelling units may be used if it provides for more dedication than the 5% rate and is included in a parkland dedication by-law. Section C.12.3. of the O.P. notes that the Township may accept payment-in-lieu of parkland dedication.

With respect to policies regarding payment-in-lieu of parkland, the O.P. (Section C.12.3) states that the Township may accept payment-in-lieu of parkland dedication if it is determined that:

- The required amount of parkland dedication would inhibit the development or redevelopment potential of the remainder of the site;
- The required amount of parkland dedication would be insufficient to satisfy municipal objectives;
- Additional parkland is not needed, or if other more suitable parcels of land are available for park purposes;
- An area is adequately served by municipal or other open space lands; and
- The Township wishes to combine the parkland dedication of a number of small developments to provide for one large park area.

2.7 Township Development Charges Background Study (2021) & By-law 2021-11

The Township's 2021 Development Charge (D.C.) Background Update Study sets out the inventory of parkland, amenities, vehicles, and recreation facilities over the previous 10- year period. The study also sets out the growth-related capital needs for parks and recreation services (except purchase of parkland) that are to be recovered through D.C.s.

The D.C. study sets out the inventory of parkland, amenities, vehicles, and recreation facilities to establish the historical service level over the previous 10-year period. The

study also sets out the growth-related capital needs for parks and recreation services (except purchase of parkland) that are to be recovered through D.C's.

The Township of Centre Wellington Development Charges By-law 2021-11 (the "Development Charges By-law") enacted under the *Development Charges Act, 1997* (S.O. 1997, c.27) provides for the imposition of development charges against land to pay for increased capital costs required because of increased needs for services.

According to Section 2 of the Development Charges By-law, "Designation of Services/Class of Services," the categories of services and classes of services for which development charges are imposed under the Development Charges By-law includes Parks and Recreation Services, which further is defined in Schedule "A" of the Development Charges By-law, "Components of Services/Class of Services Designated in Subsection 2.1" to include:

- Recreation Facilities;
- Parkland Development;
- Parkland Trails;
- Parkland Amenities;
- Parks and Recreation Vehicles and Equipment.

According to the Township's Development Charges Information Pamphlet, the following Development Charges rates apply for Parks and Recreation Services:

- Single and Semi-Detached Dwelling: \$6,146 per unit
- Other Multiples: \$4,791 per unit
- Apartments (2 or more bedrooms): \$3,329 per unit
- Apartments (Bachelor and 1 bedroom): \$2,830 per unit
- Special Care / Special Dwelling Units: \$2,187 per unit
- Non-Residential: \$0.23 per square foot of building Gross Floor Area.

2.8 Township of Centre Wellington Zoning By-law

The Township of Centre Wellington Zoning By-law 2009-045 (the "Zoning By-law") applies to all land within the Township and prescribes:

- The permitted uses of land and individual properties;
- Where buildings and other structures can be located;

- The types of buildings that are permitted and how they may be used;
- The lot sizes and dimensions, parking requirements, building heights and setbacks from the street.

Open Space Zones in the Zoning By-law

Section 9.0 of the Zoning By-law outlines the Open Space Zones. Municipally-owned parks and recreation facilities in the Township of Centre Wellington are generally zoned one of the following zoning categories:

- Open Space Recreation (OS) Zone;
- Environmental Protection (EP) Zone; and,
- Conservation Area (CA) Zone.

Table 2.1 provides a summary of the above-noted open space zones:

Table 2.1 – Permitted Uses in Open Space Zones

Zone	Permitted Uses
Open Space Recreation (OS)	Active recreation; Passive recreation; A public park; A recreation centre; A sports park; A public building; A public use; A cemetery; A museum; A library; and, Uses, buildings and structures accessory to the foregoing.
Environmental Protection (EP)	Passive recreation.
Conservation Area (CA)	Passive recreation; and, Any use permitted by the <i>Conservation Authorities Act</i> .

Definitions in the Zoning By-law

The following definitions from the Township’s Zoning By-law relate to permitted uses and regulatory application of the by-law to municipal parks and other public open spaces within the Township:

- Accessory Use:** shall mean a use customarily incidental to, subordinate to and exclusively devoted to the principal use and which operates together with the principal use on the same lot, but does not include outdoor storage.
- Auditorium** shall mean a building or structure where facilities are provided for athletic, civic, education, political, religious or social events.
- Community Centre:** shall mean the use of land, buildings or structures for community activities of a social, cultural or recreational nature and operated on a non-profit basis.
- Conservation Area:** shall mean the use of land for the wise management and preservation of the natural environment along with any of its significant biophysical features and ecological functions. Conservation areas may include uses such as reforestation, forest management, fish and wildlife management, erosion control, flood control, and passive or active outdoor recreation.
- Park, Public:** shall mean an open space area owned, operated or maintained in whole or in part by a public authority as a recreational area for public use, including passive and active forms of recreation, designed to serve the neighbourhood and community.
- Passive Recreation:** shall mean outdoor recreational activities which are non-intensive in nature and are compatible with the surrounding natural environment. This may include uses such as nature interpretation, hiking, cross country skiing, fishing and hunting.
- Public Building** shall mean any building or part thereof or structure owned, leased or occupied by the Corporation of the Township of Centre Wellington, the Corporation of the County of Wellington, the Province of Ontario or the Government of Canada.
- Public Use:** means any use of land, building or structure by or on behalf of a public authority.
- Sports Park:** means a park which also contains facilities for cultural, leisure, sports or recreational activities.

Waterbody: shall mean any bay, lake, natural watercourse or canal, other than a drainage or irrigation channel. Isolated farm or recreational ponds, without an inlet or outlet stream, are excluded from the definition of waterbody. Notwithstanding the foregoing, any feature with open water in excess of 0.4 ha shall be considered a waterbody.

Watercourse: shall mean the natural or altered channel for a stream or water body and for the purpose of this By-law, includes the channel for intermittent streams.

2.9 Parks, Recreation & Culture Master Plan (2019)

In 2019, the Township completed an overall Parks, Recreation and Culture Master Plan (“PRC Master Plan”). This included a review of Township policies with respect to parks and recreation, identified the current inventory of parks, and identified the potential need for future parks. Recommendations were provided to review and update the Township’s policies with respect to parkland dedication. A further review and update is being undertaken through the current Parks and Recreation Plan process.

The PRC Master Plan identifies the needs and priorities for the Township of Centre Wellington to consider to the year 2028. The PRC Master Plan contains 23 recommendations, spanning municipal delivery of parks, recreation and culture facilities and services. The following provides a summary of the key points made in the PRC Master Plan:

- To target 120 hectares of parkland in total by the year 2028, addressed through new parks in development plans along with parkland dedications permitted under the Ontario *Planning Act*;
- Undertaking a consultation and business planning process with local field sport organizations to explore the feasibility of indoor artificial turf;
- Undertaking architectural and needs assessments for the Elora Community Centre to address lifecycle issues of existing components, accessibility, and ways to accommodate a greater range of use including indoor turf sports, indoor walking, personal fitness and wellness programs as well as programming for youth and older adults;
- Provide direct and indirect support to cultural programs, services and festivals/events through allocation of resources, marketing and communications, volunteer development and/or the provision of space;

- Hosting annual focus groups with volunteers and volunteer groups to make volunteerism more accessible and meet the needs of a time strapped community;
- Preparing an update to the Centre Wellington Cultural Action Plan, with a stronger focus on emphasizing as many quantitative and qualitative benefits of the sector to inform decision-making;
- Developing a Pricing Policy based on the true costs to deliver parks, recreation and cultural programs and services;
- As parks age, to a point where reinvestments are required, exploring opportunities to rejuvenate them to meet the needs of residents and visitors.

2.10 Emerging Trends in Parks & Recreation

A summary of key trends related to parks and recreation services is provided in the separate Needs Assessment report, outlining how parks and recreation services are influenced by or can help to address environmental, social, and technological changes to ensure they continue to meet the diverse needs of communities in Ontario.

3. Existing Parks Inventory

3.1 Overview of Existing Parks & Associated Facilities

Table 3.1 provides an inventory of current parkland in the Township of Centre Wellington. The parks are also shown on an Overall Parkland Map included in the Needs Assessment.

Table 3.1 – Township of Centre Wellington, Existing Park Inventory (2024)

Park Name	Location	Address	Area [ha]
<i>Community Parks</i>			
Belwood Sports Fields	Rural	4 Smith St	1.61
Bissell Park	Elora-Salem	127 East Mill St	3.66
Elora Lions Park	Elora-Salem	7461 Middlebrook Rd	1.99
Ennotville Park	Rural	110 Elmslie Pl	0.19
Fergus Dog Park	Fergus	840 Glengarry Cr	1.90
Fergus Tennis Courts	Fergus	259 Tower St N	0.30
Forfar Park	Fergus	605 Gartshore Dr	1.31
Highland Park	Fergus	450 St David St S	1.66
Hoffer Park	Elora-Salem	79 James St	0.24
Maple Park/Bellwood Hall & Cenotaph	Rural	37 Queen St	0.93
O'Brien Park	Elora-Salem	36 Water St	0.42
South Ridge Park	Elora-Salem	14 Stafford St	3.04
Stait Park	Fergus	210 Garafraxa St W	0.15
Station Square Park	Elora-Salem	81 Colborne St	0.37
Strathallan Park	Fergus	220 Strathallan St	1.73
Terry Fox Park	Fergus	101 Beatty Line S	0.16

Park Name	Location	Address	Area [ha]
Victoria Park	Fergus	150 Albert St W	5.22
Victoria Park	Elora-Salem	140 Victoria Cr	2.10
Community Parks Area			26.98
<i>Neighbourhood Parks</i>			
Beatty Park	Fergus	590 St Andrew St W	0.29
BT Corner	Fergus	215 Bridge St	0.06
Douglas Park	Rural	21B Amalia Cres	1.48
Drimmie Park	Elora-Salem	65 Keating Dr	1.99
Elora Meadows Park	Elora-Salem	109 Marr Dr	0.69
Farley Park	Fergus	71 Farley Rd	0.53
Ferrier Park	Fergus	585 Elora St	0.51
Foote Park	Elora-Salem	6478 Gerria Rd	0.30
Gibbons Park	Fergus	62 Gibbons Dr	1.81
Glencoe Park	Fergus	859 St George St E	0.94
Graham Park	Fergus	13 Douglas Cr	0.24
Granwood Memorial Park	Elora-Salem	44 York St E	0.83
Harold Chambers Park	Elora-Salem	29 Water St	0.07
Harper Park	Fergus	95 Harper Cr	2.84
Harrison Park	Elora-Salem	167 Harrison St	1.40
Haylock Park	Elora-Salem	53 Haylock Ave	0.96
Holman Park	Fergus	640B Holman Cres	0.12
Keating Family Park	Elora-Salem	6 Franklin Dr	0.12
Kirvan Park	Fergus	25 Kirvan St	1.82
Macdonald Square Park	Elora-Salem	1 Macdonald Sq	0.05

Park Name	Location	Address	Area [ha]
McFarlane Park	Fergus	61 McFarlane Cres	0.10
Millburn Park	Fergus	330 Millburn Blvd	0.52
Milligan Street Park	Fergus	56 Milligan St	0.13
Norman Craig Square	Fergus	300 Tower St S	0.23
Pattison Park	Fergus	42 Pattison Pl	0.12
Revell Park	Fergus	62 Revell Dr	0.50
Ryan Park	Fergus	67 Ryan St	0.79
St James Square Park	Fergus	305 St Patrick St W	0.12
Tait Park	Fergus	254 Tait Cres	0.11
Templin Gardens	Fergus	209 Menzies Lane	0.08
Veterans Park	Rural	32 William St	1.27
Webster Park	Fergus	15 Churchill Cres W	0.45
Westminster Park	Fergus	91 Riley Rd	1.03
Wilkie Park	Fergus	375 St George St	0.83
Neighbourhood Parks Area			23.33
<i>Township-wide Parks</i>			
Centre Wellington Sportsplex	Fergus	550 Belsyde Ave	22.60
Jefferson Elora Community Centre	Elora-Salem	29 David St W	2.32
Township-wide Parks Area			24.92
Total Parkland Area			75.23

Table 3.2 identifies new parkland identified in development applications (i.e., plans of subdivision) as well as the Township’s recent acquisition of 8055 Wellington County Road 18 (the ‘Caldwell Property’) beside the Centre Wellington Sportsplex in Fergus. A total of 39.37 hectares of future parkland is identified. The purchase of 8055 Wellington County Road 18 to be considered as future parkland that can address both Township-Wide and Community parkland needs calculated from growth forecasts.

Table 3.3 identifies estimated locations of future parks in active plans of subdivision that have not been approved, as well as the South Fergus Secondary Plan.

Table 3.2 – Township of Centre Wellington, Planned Future Parks (2024)

Park Location / Name	Area [ha]
8055 Wellington County Road 18 (Caldwell Property/Centre Wellington Sportsplex Lands Expansion)	36.40
Block 235, Storybrook Phase 3, Fergus	0.86
36 Edminston Dr, Storybrook Phase 2, Fergus	0.05
156 Elliot Avenue West, Storybrook Phase 2, Fergus (formerly referred to as ‘Municipal Greenspace 1’)	0.93
96 Elliot Avenue West, Storybrook Phase 2, Fergus (formerly referred to as ‘Municipal Greenspace 2’)	0.43
Block 107, 23T-18002 (Walser Street, Ainley Subdivision), Elora	0.70
TOTAL	39.37

Table 3.3 – Township of Centre Wellington, Proposed Parks

Park Location	Area [ha]
Block 185, 23T-22005 (Clayton Subdivision), Salem	0.64
Fergus South Secondary Plan - Future Community Park	TBD
Fergus South Secondary Plan - Future Neighbourhood Park 'A' (West Tower St)	TBD

Fergus South Secondary Plan - Future Neighbourhood Park 'B' (East Tower St)	TBD
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3.2 Defining & Categorizing Parks

The Township's Development Manual (June 2024) provides an updated hierarchy for parks from what is included in the O.P., their use and land requirements. **Table 3.4** shows the hierarchy in a top-down order.

Table 3.4 – Township of Centre Wellington, Parkland Categories

Park Type	Attributes	Size & Provision Rate
Township-wide Parkland	• Provided as required to meet special community-wide needs that serve Township-wide functions such as fairgrounds or major indoor and outdoor recreation complexes. • Serves as unique destination for residents from Township-wide urban and rural populations as well as visitors from beyond Township boundaries. • May feature civic, historic, cultural, recreational and heritage significance.	No defined size or rate.
Community Park	• Serve a greater community or series of neighbourhoods. • Situated to be appropriately separated from other Community Parks. • May contain illuminated sports fields, field houses, indoor recreation facilities and parking. • Have frontage on an arterial road with a minimum 100 m of continuous frontage. • Generally be integrated with one secondary school or up to 2 elementary schools (where possible). • Be integrated with stormwater management ponds. • Be integrated with natural features and will assist in the conservation and protection of	1.2 ha / 1,000 people 2–8 ha (normally < 4.0 ha to facilitate 2 athletic fields)

Park Type	Attributes	Size & Provision Rate
	those features through the design of park program and landscape. • Include clearly defined entrances to local trail system by integrating trailhead locations into the designs of the park.	
Neighbourhood Park	• Intended to serve local neighbourhoods with walk-to playground facilities • Centrally located within the neighbourhood they are intended to serve. • Be located within an 800-metre walking distance for the majority of residents within the local neighbourhood, without having to cross arterial roads or natural barriers. • Have frontage on a local or collector road, minimum 60 metres of continuous frontage. • Generally be integrated with one elementary school where appropriate, except local greens or smaller parks as approved in the community design of a plan area, and where possible, with natural features to assist in the conservation and protection of those features. • Include clearly defined entrances to local trail system by integrating trailhead locations into the designs of the park.	1.0 ha / 1,000 people > 1.6 ha (optimum size is 2.0 ha to facilitate 1 unlit athletic facility)
Open Space Linkages (Tableland)	• All hierarchies of parks above are intended to ensure sufficient tableland park for active recreational pursuits. • May include natural areas, woodlands, environmentally sensitive areas and other natural heritage features.	No defined size or rate.

3.3 Measuring Park Provision Levels

Table 3.5 summarizes the current provision of parkland in Centre Wellington per 1,000 population by type.

The O.P. does not specify the recommended service level standard for each park classification, but instead identifies a general target of approximately 3.0 hectares of

parkland or open space per 1,000 residents. As Section C.12 of the Official Plan indicates that this rate includes both parkland and open space, publicly accessible natural areas as well as parks space have been considered in the Parks Plan. Using this target along with the forecasted population of 58,200 in 2051, the calculations indicate that the Township would require 174.60 hectares of parkland and open space.

This implies that by 2051, the Township would need to receive (or purchase) an additional 85.74 hectares of parkland and open space total. This information is summarized in **Table 3.6**.

The Township would not be able to achieve this level of dedication through the Planning Act allowances. As such, it would require significant investment from the Township's tax-supported budget. Further discussion and recommendations on parkland standards are provided in Section 4.

Table 3.5 – Township of Centre Wellington, Current Parkland Provision Levels

Inventory of Parkland	Total Area [ha]	Current Standard per 1,000 population ^(a)
Neighbourhood Parks	23.33	0.64
Community Parks	26.98	0.74
Township-wide Parks	24.92	0.68
Total Active / Developed Areas	75.23	2.05
Natural Area / Waterfront	13.63	0.37
Total Parkland	88.86	2.42

^(a)Based on a current population of 36,620.

Table 3.6 – Township of Centre Wellington, Required Parkland by 2051, as per Recommended Service Level & Anticipated Growth

Hectares per 1,000 people (from O.P.)	3.00
Hectares required by 2051 ^(a)	174.60
Current Parkland Inventory	88.86

Additional Parkland Required	85.74
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^(a)Based on a population of 58,200.

4. Parkland Needs

4.1 Community & Stakeholder Consultation

A community consultation program was established and executed to obtain feedback from residents, Township Council and staff, facility and program user groups, and community groups. This included holding community workshops and meetings, town hall events, targeted interviews, focus groups and surveys. A project webpage for the Parks and Recreation Plan was launched on the Township's online engagement website ("[Connect CW](#)").

McQueen Galloway Associates ("MGA") has prepared a comprehensive Community and Stakeholder Engagement Report that summarizes input received during the scheduled and targeted engagement sessions.

Detailed results of the overall community consultation structure and sessions can be found in a separate Community and Stakeholder Engagement Report (December 2024).

School Board Consultation

As required by Subsection 42 (4.2) of the *Planning Act*, two local school boards with facilities and properties in Centre Wellington were consulted. This included the Upper Grand District School Board ("UGDSB") and the Wellington Catholic District School Board ("WCDSB"). The Conseil scolaire Viamonde and Conseil scolaire catholique MonAvenir were not included in these consultations as they do not have any facilities in Centre Wellington.

Wellington Catholic District School Board

The Wellington Catholic District School Board ("WCDSB") currently operates two (2) elementary schools in Centre Wellington. An interview with Tracy McLennan, Associate Director, Corporate Services and Treasurer of the WCDSB took place on November 25, 2024, with GSP.

The WCDSB indicated they have been experiencing higher student growth and enrollment than predicted in their most recent forecast. They have several capital submissions into the Ministry of Education for school facilities and sites. They are reviewing opportunities for new sites in greenfield developments and asked for consideration in the South Fergus Secondary Plan area. The WCDSB is reliant on

education development charges (“E.D.C.’s”) to purchase and develop land for new school facilities.

The WCDSB identified a short-term need for a new Grade 7–12 school facility in Centre Wellington. In early 2024, the Township was working with the WCDSB on an agreement for the disposition of Strathallan Park in Fergus for an expansion of St. Joseph Catholic School to accommodate a new secondary school. Considering the higher enrollment trends discussed above, the WCDSB’s accommodation needs have changed and they mutually agreed with the Township to reconsider the sale of Strathallan Park.

The WCDSB is currently in the process of identifying appropriate sites within the Township urban area for additional school facilities, including an appropriate facility for Grade 7–12 needs. As a significant number of the students of this facility would be bused in from outside the urban areas of Elora-Salem and Fergus as well as from outside the Township itself, locating the school near highways and County roads was also noted as important.

The Catholic school board is in the final stages of removing outdated play structures in older school sites. They are also looking for the removal of baseball diamonds in favour of converting these lands to naturalized areas as well as more versatile outdoor sports facilities. More naturalized areas on school sites aligns with the redesign of some educational spaces, such as kindergarten becoming more outdoor focused.

The WCDSB expressed a strong desire to continue to partner and work cooperatively with the Township as well as local agencies (i.e. minor sports) on both the development of new school facilities as well as shared use of indoor and outdoor facilities. The WCDSB committed to providing user data on their facilities so that the level of use of school facilities that are available to be booked for community use can be assessed as part of the Township’s parks and recreation planning review process.

Upper Grand District School Board

The Upper Grand District School Board (“UGDSB”) currently operates seven elementary schools and one secondary school in Centre Wellington. An interview with Ruchika Angrish, Manager of Planning and Hailey Till, Planning Technician of the UGDSB took place with GSP and MGA on November 27, 2024.

The UGDSB passed a new Education Development Charge By-law in the spring of 2024. The UGDSB is also reliant on E.D.C.’s to purchase and develop land for new school sites. A new elementary school is currently under construction in the

Storybrook neighbourhood of Fergus. The UGDSB currently owns a site and has an agreement for a 3.2-hectare site within the eastern portion of the South Fergus Secondary Plan. Additional facilities may be required while remaining consistent with future enrollment growth.

When building a new school facility, the UGDSB is looking to collaborate with the local municipality and other agencies to create community campus complexes where possible. This includes a preference to locate schools in direct connection with a municipal park. This is a consistent request when identifying and acquiring new sites in greenfield developments, with a typical site area being 5 acres.

For new school sites, playgrounds are not included in the original facility design or assets. For new UGDSB schools, playgrounds are typically added approximately 2 years after the opening of the facility and are funded by local fundraising efforts.

The UGDSB is currently updating their Long Term Accommodation Plan (“LTAP”). They have found that the most recent growth forecast does not reflect current enrollment. The COVID-19 Pandemic had significant impacts on growth projections, including a rapid increase in unscheduled growth followed by a levelling off.

The UGDSB committed to provide additional data on community use group usage rates of board facilities.

4.2 Identifying Gaps in the Existing Parks System & Priorities

A Parks and Recreation Needs Assessment (April 2025) was prepared by MGA to identify current and future needs based on a variety of factors over a period of 30 years. The Needs Assessment acknowledges the Township’s current parkland and open space provision target of 3.0 hectares per 1,000 people while planning to achieve a population of 58,200 people by 2051.

Assuming a 2024 population of 36,620 people, the 75.23 hectares of currently inventoried active and developed parkland in the Township corresponds to an overall provision rate of 2.05 hectares per 1,000 Township residents. This is somewhat lower than the overall target established in Section C.12 of the Township’s Official Plan, which states that “the Township will endeavor to provide approximately 3 hectares of parkland or open space for every 1,000 people in Centre Wellington.” **Table 4.1** provides a more detailed breakdown of how different classes of park are distributed among the two Urban Areas and the Rural Area. The vast majority of Neighbourhood, Community, and Township-Wide Park area is found in the two Urban Areas, while the

Table 4.1 – Park Area by Location & Class

Location	Neighbourhood Parks ^(a)	Community Parks	Township-wide Parks	Total Park Area	Natural Areas ^(b)
Urban Areas	20.58	24.25	24.92	69.75	13.63
Fergus	14.17	12.43	22.60	49.20	13.63
Elora-Salem	6.41	11.82	2.32	20.55	0.00
Rural Areas	2.75	2.73	0.00	5.48	0.00
Total, Township	23.33	26.98	24.92	75.23	13.63

Note: All area measurements in hectares.

^(a)Includes 0.74 ha of park area classified as “Urban Parks” (0.57 ha in Fergus and 0.17 ha in Elora–Salem).

^(b)Consists of “Natural Area: Waterfront” in Urban Areas. Not included in the calculation of total park area.

Rural Area has a greater share of the “Natural Area” park class. (However, Natural Areas have not been included in the calculation of provision rates.) The classes of parks are described above in Section 3.2 from the Township’s Development Manual.

Table 4.1 shows how the geographic distribution of the Neighbourhood and Community Park classes (the former including parks classified as “Urban Parks”) translates into provision levels for the Township’s two Urban Areas, using both population estimates based on 2021 Census data and 2024 estimates obtained using MCR projections (the latter being more up-to-date but less accurate than the former). **Table 4.2** (p. 47) provides a similar look at the overall provision of Township-wide Parks for the Township’s population.

Based on provision rates, Table 4.2 shows that residents of both Fergus and Elora–Salem are provided with approximately the same amount of Neighbourhood Park area (on a per- capita basis), although Elora–Salem has a higher provision rate than Fergus when it comes to Community Parks.

Table 4.2 – Provision Rates for Neighbourhood & Community Parks

Service Area	Population	Neighbourhood Parks [ha]	Provision Rate [ha/1,000 ppl]	Community Parks [ha]	Provision Rate [ha/1,000 ppl]
<i>Using population from 2021 Census data^(a)</i>					
Urban Areas	24,561	20.58	0.84	24.25	0.99
Fergus	16,777	14.17	0.84	12.43	0.74
Elora-Salem	7,784	6.41	0.82	11.82	1.52
Rural Area ^(b)	7,569	2.75	0.36	2.73	0.36
Totals, Township	32,130	23.33	0.73	26.98	0.84
<i>Using population based on MCR estimates</i>					
Urban Areas	29,360	20.58	0.70	24.25	0.83
Fergus	19,700	14.17	0.72	12.43	0.68
Elora-Salem	9,660	6.41	0.66	11.82	1.22
Rural Area ^(b)	7,260	2.75	0.38	2.73	0.38
Totals, Township	36,620	23.33	0.64	26.98	0.74

^(a)Adjusted for net undercoverage rate of 3.23%, as reported by Statistics Canada for areas outside Census Metropolitan Areas (see <https://www12.statcan.gc.ca/census-recensement/2021/ref/98-303/2021001/chap1-eng.cfm#a2>, Table 1.2b).

^(b)Includes hamlets of Belwood, Ennotville, and Inverhaugh.

Referring to the Township's Development Manual (June 2024), the following targets should be considered for the provision of parkland by class:

- For Neighbourhood Parks (which includes Urban Parks /Parkettes), aim to provide 1.0 hectare per 1,000 residents in each of the two Urban Areas (based on the area occupied by these parks and the population of the Urban Area in question).
- For Community Parks, aim to provide 1.2 hectares per 1,000 residents in the two Urban Areas.

Table 4.3 – Provision Rates for Township-wide Parks & Natural Areas

Park Class	Area [ha]	Population (2021 Census) ^(a)	Provision Rate [ha/1,000 ppl]	Population (2024, MCR)	Provision Rate [ha/1,000 ppl]
Township-wide	24.92	32,130	0.78	36,620	0.68
Natural Areas ^(b)	13.63	32,130	0.42	36,620	0.37
Total	38.55	32,130	1.20	36,620	1.05

^(a)Adjusted for net undercoverage rate of 3.23%.

^(b)Included for illustrative purposes only: Natural Areas have not been included in the discussion of target provision rates.

- Although the Development Manual does not provide a rate for Township-Wide Parks, the best practice target would be 0.75 hectares per 1,000 Township residents.

Natural Areas do not have a recommended target provision rate, but should be provided as the opportunity arises. Note also that translating the individual provision rates listed above into an overall provision rate will depend on how the Township's population is distributed among the two Urban Areas and the Rural Area.

4.3 Future Parkland Needs, Review of Provision Standards & Use of Alternative Rate

This section of the Parks Plan combines the recommended target provision rates from the previous subsection with the population and housing forecasts from the County's MCR exercise to identify the amount of parkland that will be needed between now and 2051.

Review of Provision Standards

To understand the impact of the provision targets relative to the current inventory, a high-level analysis of the additional inventory required to meet the targets has been undertaken. Three scenarios are provided as follows:

1. **Official Plan Targets** – 3.0 hectares per 1,000 population. This target includes Natural Areas.

- 2. Current Provision Standard** – This scenario reviews the current provision standards for Neighbourhood, Community, and Township-wide parks and applies this standard to the 2051 Township-wide population to estimate the needs.
- 3. Development Manual Standard** – This scenario reviews the provisions in the Development Manual and noted above for each park classification (i.e. 1.0 hectare per 1,000 urban population for Neighbourhood, 1.25 hectares per 1,000 urban population for Community and 0.75 hectares per 1,000 total population for Township-wide). This target does not include natural areas.

The analysis for these scenarios are presented in Table 4.4 below (p. 50). These rates apply only to the additional new population of 21,580 residents between 2024 and 2051. As shown, Scenario 1 requires 64.74 hectares of new parkland, including Natural Areas, Scenario 2 requires 44.33 hectares, and Scenario 3 requires 64.74 hectares. The Township's ability to recover parkland from new development is analyzed in Section 5.

Use of Alternative Rate to Maximize Parkland Recovery

As noted previously in this report, for residential development and redevelopment, parkland may be required for dedication at a rate of 5% of the land area or at a rate of one hectare for each 600 net residential units (alternative rate). When the Township is requiring payment-in-lieu of parkland, the rate is equal to the value of 5% of the lands or the value of one hectare for each 1,000 net residential units (alternative rate).

To determine when to use each of these rates, the Township should review the density of the anticipated development. When the Township is requiring land to be dedicated, if the density of the development is greater than 30 units per hectare, the alternative rate should be used, otherwise, the 5% rate should be used. When the Township is requiring payment-in-lieu, if the density of the development is greater than 50 units per hectare, the alternative rate should be used, otherwise, the 5% rate should be used.

As shown in Section 5, even with the use of maximum allowable requirements under the Planning Act (including the alternative rate), achieving the additional inventory required to meet the recommended standard may not be possible in the absence of other sources of funding.

Table 4.4 – Township of Centre Wellington, Parkland Target Scenarios

Scenario 1	Based on Official Plan Target (3.00 ha/1,000 ppl) with Natural Inventory				
	Estimate of Future Parkland Needs	Hectares per 1,000 People	Current Inventory	Additional Inventory by 2051	Total Inventory by 2051
	Estimate of Parkland Need	3.00	88.86	64.74	153.60

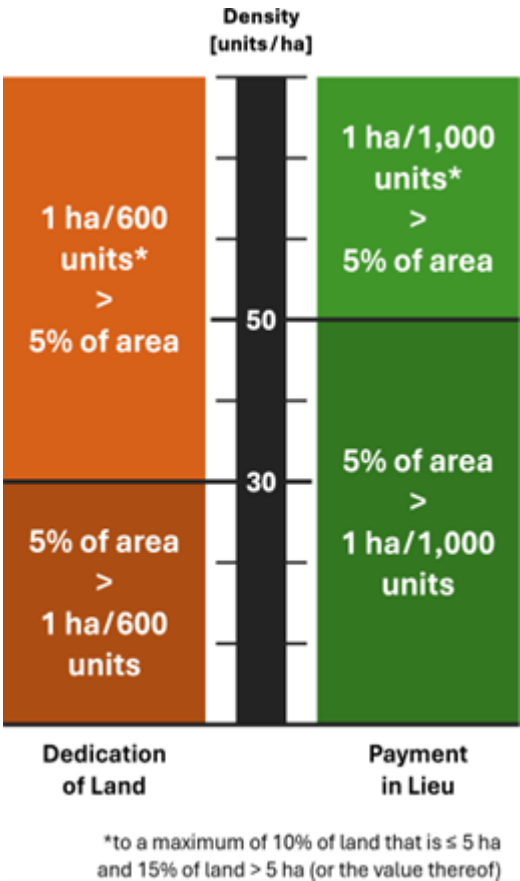
Scenario 2	Based on Current Provision Levels (2.05 ha/1,000 ppl)				
	Estimate of Future Parkland Needs	Hectares per 1,000 People	Current Inventory	Additional Inventory by 2051	Total Inventory by 2051
	Neighbourhood Parks	0.64	23.33	13.75	37.08
	Community Parks	0.74	26.98	15.90	42.88
	Township-wide Parks	0.68	24.92	14.69	39.61
	Estimate of Parkland Need	2.05	75.23	44.33	119.56

Scenario 3	Based on Development Manual Targets				
	Estimate of Future Parkland Needs	Hectares per 1,000 People	Current Inventory	Additional Inventory by 2051	Total Inventory by 2051
	Neighbourhood Parks	1.00	23.33	21.58	44.91
	Community Parks	1.25	26.98	26.98	53.96
	Township-wide Parks ^(a)	0.75	24.92	16.19	41.11
	Estimate of Parkland Need	3.00	75.23	64.74	139.97

^(a)The Development Manual does not define a provision level standard or target for Township-wide Parks, and therefore a target of 0.75 ha/1,000 ppl has been used for the purposes of this analysis, as this is similar to the current provision level for this park class.

Note: All three scenarios use a target 2051 population of 58,200 people, representing growth of 21,580 people from 2024 to 2051. The target population is for the Township as a whole (*i.e.*, urban and rural). All area measurements are given in hectares.

Figure 4.1 – Comparison of Land Dedication & Payment in Lieu (Standard & Alternative Rates)



4.4 Comparing Provision Levels with Other Municipalities

The Township’s current parkland provision rates have been evaluated against four (4) comparator municipalities in **Table 4.5** below.

Centre Wellington’s current parkland provision rates (not including natural areas) are currently lower than the identified comparators in Table 4.5 at 2.05 hectares per 1000 people. However, when comparing park classes, the Township’s current provision levels for Neighbourhood parks are within the mid-range of the comparator municipalities. The Township’s total is most affected with the current provision rates of Community and Township-wide parks.

Table 4.5 – Parkland Provision Rates in Comparator Municipalities

Municipality	Population ^(a)	Parkland Provision Targets [ha/1,000 ppl]			
		Neighbour- hood Parks	Community Parks	Township- wide / Regional / Destination Parks	Total
Township of Guelph/ Eramosa (2023 provision)	13,904	0.8	3.1 ^(b)		3.9
Town of Erin	11,981	0.5	3.0 ^(b)		3.5
Township of Wilmot	21,429	0.5	2.0	1.0	3.5
<i>Township of Centre Wellington (current provision)</i>	<i>36,620</i>	<i>0.64</i>	<i>0.74</i>	<i>0.68</i>	<i>2.05</i>
Township of Wellington North (2018 provision)	12,431	0.50	2.25 ^(b)		2.75

^(a)Population figures given are for 2021, except for Township of Centre Wellington, which gives the 2024 population according to the MCR.

^(b)Municipality does not differentiate between “Community Parks” and “Township-wide / Regional / Destination Parks” park classes.

5. Parks Strategy & Forecast of Parkland Dedication

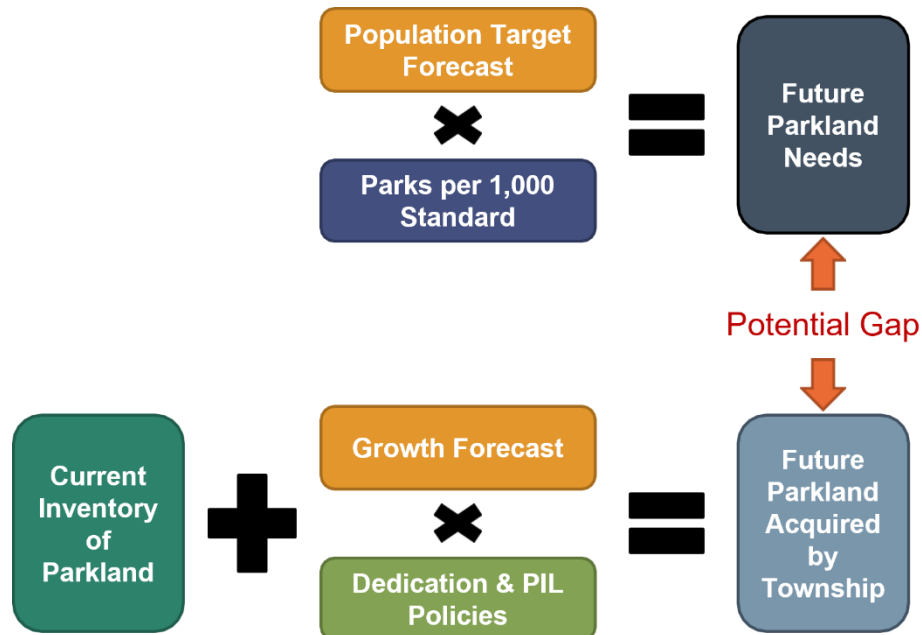
5.1 Anticipated Parkland Received from Development

Approach to Analysis

To quantify the Township's ability to receive and purchase parkland, the following section provides for the anticipated parkland dedication and payment-in-lieu of dedication, calculated by using the Township's current parkland inventory, the County of Wellington's 2022 Municipal Comprehensive Review Land Needs Report, and the various scenarios described above.

Figure 5.1 provides an overview of the analysis. To estimate the future parkland needs, the current parkland inventory is added to the parkland needs arising from new development. This analysis is presented in Section 5.3. To estimate the potential future parkland received and/or payment-in-lieu of parkland received, the maximum dedication and payment-in-lieu policies allowed under the *Planning Act* are applied to

Figure 5.1 – Parkland Needs Analysis



the anticipated growth and added to the current inventory of parkland. Once the anticipated parkland/ payments received analysis is complete, the potential gap in parkland/funding may be identified.

Estimate of Future Parkland Dedication to be Received

The *Planning Act* allows the Township to require parkland dedication in the amount of 2% of the land area from industrial and commercial properties and 5% from all other development (*i.e.*, residential and institutional). For residential development, the alternative rate may be utilized (1 hectare for every 600 net residential units).

The current inventory was measured as of 2024. As a result, the growth forecast period utilized for this analysis is 2024 to 2051. The growth forecast provided in the County’s 2022 Municipal Comprehensive Review (M.C.R.) was utilized for this analysis and prorated to align with the forecast period. Table 24 provides for a summary of the anticipated residential units to be constructed over this time period. With assumed densities of 22.24, 39.54, and 86.49 units per hectare (equivalent to 9, 16, and 35 units per acre) for low-, medium-, and high-density development, respectively,⁹ it is recommended that low-density development utilize the 5% rate and medium/high density utilize the alternative rate.

Table 5.1 provides a summary of the residential forecast, including the anticipated units, density assumptions, and total land area anticipated. **Table 5.2** provides a summary of the potential parkland to be received through residential dedication.

Table 5.1 – Township of Centre Wellington, Residential Growth Forecast

Unit Type	Anticipated Units (2024–2051)	Density Assumption [units/ha]	Total Hectares
Singles (Low-Density)	4,916	22.24	221.04
Towns (Medium-Density)	1,909	39.54	48.27
Apartments (High-Density)	1,518	86.49	17.55
Total	8,342	---	286.86

⁹ Recent low-density developments were observed to have a density of approximately 6 units per acre (14.82 units per hectare). However, the D.C. background study forecast utilized an assumption of 9 units per acre (22.24 units per hectare) for future development.

Table 5.2 – Parkland Dedication (5% for Low-Density, 1 ha for 600 Net Residential Units for Medium- & High-Density)

Unit Type	Anticipated Units (2024–2051)	Parkland Dedication of 5%	One Hectare for 600 Net Residential Units	Hectares at 10% Maximum ^(a)
Singles (Low-Density)	4,916	11.05	---	---
Towns (Medium-Density)	1,909	---	3.18	3.18
Apartments (High-Density)	1,518	---	2.53	1.75
Total Hectares	8,342	11.05	5.71	4.94
Total Parkland Dedication				15.99

^(a)Per subs. 42 (3.3) of the *Planning Act*, properties 5 hectares or less are limited to 10% of the land area. Parkland dedication for apartments would exceed this limitation, and therefore the 10% dedication cap assumption was used.

As presented above, the total anticipated parkland to be received from residential development equals 15.99 hectares. Note that if the Township receives payment-in-lieu of dedication when using the alternative rate, the requirements are reduced by 40% (i.e. the value of one hectare for each 1,000 net residential units). As it is anticipated that most development would not meet the density wherein the payment-in-lieu at the alternative rate would be advantageous, the impact on the analysis above would be minimal.

Table 5.3 provides for a summary of the anticipated non-residential development to be constructed over the 2024-to-2051-time horizon. Based on the County's M.C.R., it is anticipated that there will be a total supply of 29.00 hectares of commercial land in the Township by 2051. For industrial, the total land area is anticipated to be approximately 82.00 hectares by 2051. The M.C.R. does not identify any increase in land area for institutional development. If Township were to impose a 2% dedication rate to industrial and commercial properties, this would provide the Township with 2.22 hectares over the forecast period.

Table 5.3 – Non-Residential Parkland Dedication at 2% for Commercial & Industrial Properties

Type	Total Hectares of Land Area	Total Hectares Dedicated at 2%
Industrial	82.00	1.64
Commercial	29.00	0.58
Institutional	N/A	N/A
Total Hectares	111.00	2.22

Summary of Analysis

Table 5.4 provides for a comparison of the parkland provision scenarios relative to the amount of parkland the Township could receive through parkland dedication.

Table 5.4 – Summary Comparison of Parkland Provision Scenarios

Summary	Scenario 1	Scenario 2	Scenario 3
Residential Dedication	15.99	15.99	15.99
Non-Residential Dedication	2.22	2.22	2.22
Total Dedication	18.21	18.21	18.21
Area Required by 2051	64.74	44.33	64.74
Deficit / (Surplus)	46.53	25.12	46.53

Note: All area measurements given in hectares.

Scenario 1 – Official Plan Target (3.0 ha per 1,000 population, including Natural Areas)

Scenario 2 – Current Provision Standards (2.4 ha per 1,000 urban population)

Scenario 3 – Development Manual Standard (1.0 ha per 1,000 urban population for Neighbourhood Parks, 1.25 ha per 1,000 urban population for Community Parks, and 0.75 per 1,000 Township population for Township-wide parks)

5.2 Review of Per Lot Rate (Consents)

The Township utilizes a per lot rate of \$1,860 for rural development and \$3,709 for urban development. This rate has been reviewed and the equivalent value of the land for a typical lot in the Township has been estimated. That is, what is the assumed value of the land at the 5% dedication rate using the per lot fees of \$1,860 or \$3,709. This summary is provided in **Table 5.5**.

As per Table 5.5 below, at \$1,860 per rural lot, the assumed value of the land would be \$37,000 per lot and at \$3,709 per urban lot, the assumed value of the land would be \$74,000. To compare this calculated value per lot to the current market, a review of recent sale price data from MPAC (Municipality Property Assessment Corporation) was undertaken. Through a review of a recent subdivision development in Elora, lot values prior to issuance of building permits were observed to be approximately \$250,000 (in 2023\$). At the 5% dedication rate, this results in a fee per lot of \$12,500. The current rate per lot is significantly lower than the amount that would be collected using the 5% rate or the alternative rate that is collected at the time of the building permit (*i.e.*, based on value of land the day before building permit, as provided under s. 42 of the *Planning Act* vs. the current approach of calculating the value of land the day before the provisional consent is provided under s. 53 of the *Planning Act*).

With respect to the commercial and industrial development, it is unclear as to a typical lot size as properties vary depending on the nature of the business. As a result, it would be recommended that the Township require an appraisal be undertaken and the 2% dedication rate be applied.

The recent changes arising from Bill 23 have required that development or redevelopment proceeding through a site plan application or zoning by-law amendment application have their payment-in-lieu rates frozen at the time the application is submitted. As a result, it is recommended that a per lot rate not be used for these types of development and that appraisals are required to apply the 5%/2% rates.

Table 5.5 – Per Lot Equivalent Value Calculations

Per Lot Fee Calculation for Residential Lots	Current Charge Rural	Current Charge Urban
PIL per Lot	\$1,860	\$3,709
Assumed Value per Lot (rounded)	\$37,000	\$74,000

5.3 Recommended Rates & Estimate of Parkland Need

The future parkland needs estimate in Scenario 3 (Section 4.3 of the Park Plan) is the recommended preference. Scenario 3 utilizes the recommended provision rates from the Township's Development Manual (June 2024), being 1 hectare per 1000 people for Neighbourhood Parks, 1.25 hectares per 1000 people for Community Parks. A provision rate of 0.75 hectares per 1000 people was applied to Township-wide parks, bringing the total Township parkland provision in Scenario 3 to 3 hectares per 1000 people township-wide. This rate does not include natural heritage lands.

Considering the Township-wide parks have ancillary amenities also found in neighbourhood and community parks (i.e. playgrounds, green space), this can offset and reduce the provision rate for community parks to 1.0 hectare per 1000 people. A final recommended estimate of parkland needs to 2051 is shown in **Table 5.6**.

When applied to new forecasted growth to 2051, the new parkland required is 64.74 hectares for a Township total of 139.97 hectares. Considering the Township's committed new parkland from acquisitions from new development and land purchases (39.37 hectares, Table 3.2) as well as the estimated amount of new parkland from future residential development (15.99 hectares, Table 5.2), a need for an additional 9.38 hectares of parkland is estimated by 2051 to maintain the recommended provision targets.

Table 5.6 – Township of Centre Wellington, Recommended Parkland Needs

Estimate of Future Parkland Needs	Hectares per 1,000 People	Current Inventory	Additional Inventory by 2051	Total Inventory by 2051
Neighbourhood Parks	1.00	23.33	21.58	44.91
Community Parks	1.25	26.98	26.98	53.96
Township-wide Parks ^(a)	0.75	24.92	16.19	41.11
Estimate of Parkland Need	3.00	75.23	64.74	139.97

Note: Recommendations are based on a target Township population of 58,200 people, representing growth of 21,580 people from 2024 to 2051. All area measurements are given in hectares.

^(a)The Development Manual does not define a provision level standard or target for Township-wide Parks, and therefore a target of 0.75 ha/1,000 ppl has been used for the purposes of this analysis, as this is similar to the current provision level for this park class.

6. Summary & Next Steps

6.1 Summary of Recommendations

The following provides a summary of our observations and potential recommendations for the Township's consideration. Council may choose to not accept or implement all recommendations, which could affect the estimates and assumptions made throughout this Plan.

- 1. Parkland Service Level Target** — Based on the analysis above, it is recommended that the Township utilize the following service level targets, applied to new Township residents from growth between 2024-2051:
 - a)** Neighbourhood Parks: 1.0 hectare per 1000 people;
 - b)** Community Parks: 1.0 hectare per 1000 people; and
 - c)** Township-wide Parks: 0.75 hectares per 1000 people.
- 2. Parkland Dedication** — The Township's current policy for parkland dedication is the 5% dedication requirement on residential development. The Township currently does not require parkland dedication for non-residential development. The Township should consider the following:
 - a)** Consider imposing the base provision parkland dedication rate of 2% for non- residential development.
 - b)** Utilize the alternative rate for medium and high-density residential developments (where the alternative rate provides for more dedication).
 - c)** Consider including in the O.P., guidance on when to use the alternative rate (e.g., when density is greater than 12 units per hectare).
- 3. Payment-in-Lieu** — The current approach to payment-in-lieu of dedication is the Township imposes a rate of \$1,860 per rural lot and \$3,709 per urban lot for severances. The Township imposes the equivalent value of 5% for residential development and no requirements for non-residential development. The residential requirement is based on the value the day before the draft plan is approved (provisional consent is given). The following provides a summary of recommendations with respect to payment-in-lieu:
 - a) Valuation of Land:** The current practice is to charge payment-in-lieu based on the value of land the day before the draft plan of subdivision (or consent) is approved. With the new parkland dedication by-law, it is

recommended that the payment-in-lieu be charged based on the value of land the day before building permit.

- b) Residential Per Lot Fee:** The current per lot fees of \$1,860 and \$3,709 are paid at the time of severance. The Township should consider increasing this fee and continue to apply it to severances only. Based on a review of current urban land values, the urban fee per lot could increase to approximately \$12,500. Any increases may be phased-in over time. This fee should be included in a parkland dedication by-law and be subject to indexing. For all other development, the 5% rate or alternative rate would apply, subject to an appraisal.¹⁰
- c) Site Plan & Zoning By-law Amendment Applications:** Development and redevelopment that proceeds through these applications will have their payment-in-lieu rate frozen at the time of submission of the application. As a result, it is recommended that the Township require an appraisal be submitted with the application to ensure the payment is based on the appropriate value of land.
- d) Commercial & Industrial:** With respect to commercial and industrial development it is recommended that the Township require an appraisal be undertaken and the 2% dedication rate be applied.
- e) All Other Residential Development & Redevelopment:** The Township may consider including in a parkland dedication by-law, use of the alternative rate (the value is one (1) hectare of land for each 1,000 net residential units) where the alternative rate provides for more payment-in-lieu than the 5% rate.

- 4. Parkland vs. Recreation Land** — To maximize recovery of costs for parkland and recreation land, the Township may consider refining definitions in the Official Plan, Zoning By-law, and other policy documents to clearly delineate parkland vs. recreation land. This will allow for more land to be recovered through D.C.s, freeing up the dedication and payment-in-lieu funds to be used for parkland.

¹⁰ Some municipalities have chosen to apply payment-in-lieu of dedication on a per unit basis for residential development (similar to development charges). Should the Township wish to consider this approach, an appraisal report is suggested to support the analysis.

6.2 Next Steps

With respect to next steps, Township staff may consider the observations provided in the above sections. The Township may incorporate these observations into a parkland dedication and payment-in-lieu of parkland by-law. A draft by-law has been provided in Appendix B.

Appendix “A” – Notice Requirements

The following are the notice requirements for the passing of a Parkland Dedication By-law, as set out in Section 4 of Ontario Regulation 509/20 (

Requirements for notice of by-law

4. (1) This section applies to,
 - (a) a notice of the passing of a community benefits charge by-law under subsection 37 (13) of the Act; and
 - (b) a notice of the passing of a by-law under subsection 42 (4.5) of the Act.
- (2) Notice shall be given,
 - (a) by personal service, fax, mail or email to,
 - (i) as determined in accordance with subsection (3), every owner of land in the area to which the by-law applies,
 - (ii) every person and organization that has given the clerk of the municipality a written request for notice of the passing of the by-law and has provided a return address,
 - (iii) in the case of a by-law passed by the council of a lower-tier municipality, the clerk of the upper-tier municipality that the lower-tier municipality is in, and
 - (iv) the secretary of every school board having jurisdiction within the area to which the by-law applies;
 - (b) by publication in a newspaper that is, in the clerk’s opinion, of sufficiently general circulation in the area to which the by-law applies to give the public reasonable notice of the passing of the by-law; or
 - (c) by posting on the website of the municipality if, in the clerk’s opinion, a newspaper described in clause (b) does not exist.
- (3) For the purposes of subclause (2) (a) (i), an owner is any person who is identified as an as owner on the last revised assessment roll, subject to any written notice of a change of ownership of land the clerk of the municipality may have received.
- (4) A notice given by mail to an owner shall be mailed to the address shown on the last revised assessment roll or, if applicable, to the address shown on the notice of a change of ownership of land received by the clerk.
- (5) Notice shall contain the following information:
 1. A statement that the council of the municipality has passed a community benefits charge by-law or a by-law under section 42 of the Act, as the case may be, and the statement shall set out the number of the by-law and the date on which the by-law passed.

2. A statement that any person or organization may appeal the by-law to the Ontario Land Tribunal under subsection 37 (17) or 42 (4.9) of the Act, as applicable, by filing with the clerk of the municipality a notice of appeal setting out the objection to the by-law and the reasons supporting the objection.
 3. The last day on which the by-law may be appealed.
 4. In the case of a notice of the passing of a community benefits charge by-law, an explanation of the community benefits charges imposed by the by-law.
 5. In the case of a notice of the passing of a by-law under section 42 of the Act, an explanation of the parkland and payment in lieu requirements imposed by the by-law.
 6. A description of the lands to which the by-law applies, a key map showing the lands to which the by-law applies, or an explanation why no description or key map is provided.
 7. The location and times during which persons may examine a copy of the by-law.
- (6) For the purposes of subsection 37 (16) and 42 (4.8) of the Act, the prescribed day is,
- (a) if the notice is by publication in a newspaper, the first day on which the publication is circulated;
 - (a.1) if the notice is given by posting on a website, the first day on which it is posted on the website;
 - (b) if the notice is given by fax, the day that the notice is faxed;
 - (c) if the notice is given by mail, the day that the notice is mailed; or
 - (d) if the notice is given by email, the day that the notice is emailed.

Appendix “B” – Draft Parkland Dedication By-law

The Corporation of the Township of Centre Wellington

By-law 2025-_____

A by-law to provide for the dedication of parkland or the payment in lieu thereof for all development or redevelopment in the Township

WHEREAS subsection 42 (1) of the *Planning Act* provides that, as a condition of the development or redevelopment of land, the council of a local municipality may, by by-law, require that land in an amount not exceeding, in the case of land proposed for Development or Redevelopment for Commercial or Industrial purposes 2 per cent, and in all other cases 5 per cent of the land, be conveyed to the municipality for park or other public recreational purposes;

AND WHEREAS subsection 42 (3) of the *Planning Act* provides that, in the case of land proposed for Development or Redevelopment for residential purposes, a municipality may require that land for park or other public recreational purposes be conveyed at the rate of up to one hectare for each 600 Net Residential Units, provided that the Official Plan of the municipality contains specific policies dealing with the provision of lands for park or other public recreational purposes and the use of this alternative requirement;

AND WHEREAS subsection 42 (6) of the *Planning Act* provides that, where a rate under subsection 42 (1) of that Act applies, Council may require a payment in lieu, to the value of the land that would otherwise be required to be conveyed;

AND WHEREAS subsection 42 (6.0.1) of the *Planning Act* provides that, where an alternative rate under subsection 42 (3) of that Act applies, in the case of land proposed for Development or Redevelopment for residential purposes, a municipality may require that Payment-in-Lieu of land be provided at a rate up to the equivalent value of one hectare for each 1,000 Net Residential Units;

AND WHEREAS section 51.1 of the *Planning Act* provides that an approval authority may impose, as a condition of the approval of a plan of subdivision, that land be conveyed to the local municipality for park or other public recreational purposes, such land not to exceed, in the case of a subdivision proposed for Commercial or Industrial purposes 2 per cent, and in all other cases 5 per cent;

AND WHEREAS section 53 of the *Planning Act* provides that section 51.1 of the Planning Act also applies to the granting of consents;

AND WHEREAS a Parks Plan was prepared in consultation with the local school boards and other persons or public bodies the municipality considered appropriate, and made publicly available on _____, 2025;

AND WHEREAS the Council of the Township of Centre Wellington wishes to use the provisions of the *Planning Act* for the purposes of acquiring and providing parkland for the use and enjoyment of the residents of the Township of Centre Wellington;

NOW THEREFORE the Council of the Township of Centre Wellington hereby enacts as follows:

Part 1: Interpretation

Definitions

1. In this by-law:

- (a) **“Affordable Residential Unit”** means a residential unit that meets the criteria set out in subsection 4.1 (2) or 4.1 (3) of the *Development Charges Act, 1997* (S.O. 1997, c. 27);
- (b) **“Attainable Residential Unit”** means a residential unit that meets the criteria set out in subsection 4.1 (4) of the *Development Charges Act, 1997*;
- (c) **“Board of Education”** has the same meaning as “board”, as defined in the *Education Act* (R.S.O. 1990, c.E.2), as amended;
- (d) **“Centre Wellington”** means Township of Centre Wellington;
- (e) **“Commercial”** means the use of land, buildings, or structures for a use which is not industrial, and which are used in connection with:
 - i. the selling of commodities to the general public; or
 - ii. supply of services to the general public; or
 - iii. office or administrative facilities;
- (f) **“Council”** means the Council of the Township of Centre Wellington;
- (g) **“Development”** means the construction, erection, or placing of one or more buildings or structures on land or the making of an addition or alteration to a building or structure that has the effect of substantially increasing the size or usability thereof;
- (h) **“Gross Floor Area”** has the same meaning as in the Township’s Development Charges By-law, as amended;

- (i) **“Industrial”** means lands, buildings or structures used or designed or intended for use for manufacturing, processing, fabricating or assembly of raw goods, warehousing or bulk storage of goods, and includes office uses and the sale of commodities to the general public where such uses are accessory to an industrial use, but does not include the sale of commodities to the general public through a warehouse club;
- (j) **“Institutional”** means the use of land, buildings, or structures for hospitals, correctional institutions and associated facilities, municipal facilities, elementary and secondary schools, colleges, universities, places of worship and ancillary uses, military and cultural buildings, daycare centres, residential care facilities for more than ten persons and long-term care centres;
- (k) **“Mixed Use”** means the physical integration of two or more of the following uses within a building or structure or separate buildings or structures on the lands proposed for Development or Redevelopment: Commercial; Industrial; Institutional; Residential; or any other use not noted herein;
- (l) **“Non-profit Housing Development”** means development of a building or structure intended for use as residential premises by,
 - i. a corporation without share capital to which the *Corporations Act* (R.S.O.1990, c. C.38) applies, that is in good standing under that Act and whose primary object is to provide housing;
 - ii. a corporation without share capital to which the *Canada Not-for-profit Corporations Act* (S.C. 2009, c. 23) applies, that is in good standing under that Act and whose primary object is to provide housing; or
 - iii. a non-profit housing co-operative that is in good standing under the *Not-for-Profit Corporations Act, 2010* (S.O. 2010, c. 15), or any successor thereto;
- (m) **“Official Plan”** means the Township’s Official Plan, as amended;
- (n) **“PIL”** means payment-in-lieu of parkland otherwise required to be conveyed;
- (o) **“Planning Act”** means the *Planning Act* (R.S.O. 1990, c. P.13), as amended;
- (p) **“Redevelopment”** means the removal of a building or structure from land and the further Development of the land or, the expansion or renovation of a building or structure which results in a change in the character or density of the use in connection therewith;
- (q) **“Residential”** means the use of land, buildings, or structures for human habitation;
- (r) **“Residential Unit”** means one or more habitable rooms each of which is accessible from the others and which function as an independent and separate

housekeeping unit in which separate kitchen and sanitary facilities are provided for the use of the occupants, with a private entrance from outside the building of from a common hallway or stairway inside the building;

- (s) **“Rural Area”** means those areas designated as not being within a settlement area by the Official Plan;
- (t) **“Shared Use Agreement”** means an agreement between a Board of Education and Centre Wellington for the sharing of buildings and/or property;
- (u) **“Township”** means the Corporation of the Township of Centre Wellington; and
- (v) **“Zoning By-law”** means Township By-law No. 2009-045, being the Comprehensive Zoning By-law passed pursuant to section 34 of the *Planning Act* that is in force and effect in the Township, as amended.

Rules of Interpretation

- 2. The following rules of interpretation shall be applied to interpretation of this by-law:
 - (a) References to items in the plural include the singular, as applicable.
 - (b) The words "include", "including" and "includes" are not to be read as limiting the phrases or descriptions that precede them. Any examples provided are intended to be representative examples and not intended to be an exhaustive list.
 - (c) Headings are inserted for ease of reference only and are not to be used as interpretation aids.
 - (d) Specific references to laws or by-laws are meant to refer to the current laws applicable at the time that this by-law was enacted and shall be interpreted to include amendments, restatements and successor legislation.
 - (e) The obligations imposed by this by-law are in addition to obligations otherwise imposed by law or contract.
 - (f) Where this by-law provides metric and imperial units of measure, the metric unit of measure shall prevail. For convenience only, approximate imperial measurements may be provided but are of no force or effect. The abbreviation "mm" stands for millimetres and "m" stands for metres.
 - (g) Terms with capitals shall be read with the meaning in section 1 and other words shall be given their ordinary meaning.
 - (h) If any court of competent jurisdiction finds any provision of this by-law is illegal or *ultra vires* of the Township, such provision shall be deemed to be severable and shall not invalidate any of the other provisions of this by-law.

- (i) Nothing in this by-law relieves any person from complying with any provision of any federal or provincial legislation or any other by-law of the Township.
- (j) Where a provision of this by-law conflicts with the provisions of another by-law in force in the Township, the more specific by-law shall prevail.

Application

- 3. The provisions of this by-law apply to the entire geographic area of the Township of Centre Wellington.

Exemptions

- 4. Development or Redevelopment described in the subsections (a) through to and including (f) shall be exempt from the obligations to convey land or make a PIL under Parts 2 and 3 of this by-law:
 - (a) Development or Redevelopment of land, buildings or structures owned by and used for the purposes of the Township of Centre Wellington or the County of Wellington;
 - (b) The replacement of any building that is a direct result of destruction due to accidental fire or other accidental cause provided that no intensification or change of use is proposed, including but not limited to an increase in total Residential Units count or Gross Floor Area;
 - (c) The enlargement of an existing Residential Unit provided that the enlargement does not result in additional Residential Units;
 - (d) Institutional development;
 - (e) Development or Redevelopment of land, buildings or structures for temporary construction uses as defined by the Township's Zoning By-law; and
 - (f) Development or Redevelopment or location of,
 - i. a second residential unit in a detached house, semi-detached house or rowhouse on a parcel of land on which residential use, other than ancillary residential use, is permitted, if all buildings and structures ancillary to the detached house, semi-detached house or rowhouse cumulatively contain no more than one residential unit;
 - ii. a third residential unit in a detached house, semi-detached house or rowhouse on a parcel of land on which residential use, other than ancillary residential use, is permitted, if no building or structure ancillary to the

detached house, semi-detached house or rowhouse contains any residential units; or

- iii. one residential unit in a building or structure ancillary to a detached house, semi-detached house or rowhouse on a parcel of urban residential land, if the detached house, semi-detached house or rowhouse contains no more than two residential units and no other building or structure ancillary to the detached house, semi-detached house or rowhouse contains any residential units.

Part 2: Conveyance of Land for Park Purposes

- 5. Land shall be required to be conveyed to Centre Wellington for park purposes as a condition of Development or Redevelopment of land in an amount to be determined in accordance with subsections (a) through to and including (e).
 - (a) In the case of lands proposed for Residential uses:
 - i. if the density of the development is not greater than 30 units per hectare, at a rate of five per cent (5%) of the land being Developed or Redeveloped, subject to Section **Error! Reference source not found.** of this By-law; or
 - ii. if the density of the development is greater than 30 units per hectare, at a rate of one (1) hectare for each six hundred (600) net Residential Units proposed, subject to Sections 7 and 8 of this by-law.
 - (b) In the case of lands proposed for Commercial or Industrial uses, land in the amount of two per cent (2%) of the land to be Developed or Redeveloped.
 - (c) In the case of a Mixed-Use Development or Redevelopment, land in the aggregate, calculated as follows:
 - i. the Residential component, if any, as determined by Centre Wellington, of the lands being Developed or Redeveloped, shall require the conveyance of land as determined in accordance with subsection 5(a) of this by-law; plus
 - ii. the Commercial or Industrial component of the lands being Developed or Redeveloped, if any as determined by Centre Wellington, shall require the conveyance of land as determined in accordance with subsection 5(b) of this by-law; plus
 - iii. the component of the lands proposed for any use other than Residential, Commercial, or Industrial if any as determined by the Township, shall require the conveyance of land as determined in accordance with subsection (d) of this by-law.

- (d) In the case of lands proposed for Development or Redevelopment for a use other than those referred to in subsections (a), (b) and (c) of this section, land in the amount of five per cent (5%) of the land to be Developed or Redeveloped.
 - (e) Where the development of land results from the approval of a site plan or zoning by-law amendment and the approval of the application occurred within two years of building permit issuance, the conveyance shall be determined on the date of the planning application. Where both planning applications apply, conveyance shall be determined on the date of the later planning application.
6. Where land is proposed for Development or Redevelopment that will include affordable residential units or attainable residential units, as defined in subsection 4.1 (1) of the *Development Charges Act, 1997*, or residential units described in subsection 4.3 (2) of that Act, the amount of land that may be required to be conveyed under Subsection 5(a)i of this by-law shall not exceed 5 per cent of the land multiplied by the ratio of A to B where:
- (a) “A” is the number of Residential Units that are part of the Development or Redevelopment but are not affordable residential units, attainable residential units or residential units described in subsection 4.3 (2) of the *Development Charges Act, 1997*; and
 - (b) “B” is the number of residential units that are part of the development or redevelopment.
7. For the purposes of Subsection 5(a)ii of this by-law,
- (a) the number of net Residential Units proposed shall be determined by subtracting the number of Residential Units on the land immediately before the proposed Development or Redevelopment from the number of Residential Units that will be on the land after the proposed Development or Redevelopment;
 - (b) affordable residential units and attainable residential units, as defined in subsection 4.1 (1) of the *Development Charges Act, 1997*, and residential units described in subsection 4.3 (2) of that Act shall be excluded from the number of net Residential Units;
8. Where Subsection 5(a)ii of this by-law is used to determine the amount of land required,
- (a) the maximum conveyance shall be 10 per cent of the land, in the case of land proposed for Development or Redevelopment that is 5 hectares or less in area; and

- (b) the maximum conveyance shall be 15 per cent of the land, in the case of land proposed for Development or Redevelopment that is greater than 5 hectares in area.

Location of Conveyance and Condition of Title

- 9. Subject to any restrictions under the *Planning Act*, the location and configuration of land required to be conveyed pursuant to this by-law shall be as determined by Centre Wellington and all such lands shall be free of all encumbrances, including but not limited to such easements which Centre Wellington, in its sole and absolute discretion, is not prepared to accept and shall be free of any contamination, including but not limited to any toxic, noxious or dangerous contaminants, and shall otherwise be in a condition satisfactory to Centre Wellington.
- 10. A requirement as part of Development or Redevelopment to convey any valley land or watercourse corridors, woodlands, natural heritage system lands and associated buffers, easements, vista blocks and storm water management ponds, as those terms are defined in the Official Plan or any secondary plan adopted under the Official Plan, shall not be considered to be a conveyance of land for park purposes in satisfaction of a requirement under this by-law.

Timing of Conveyance

- 11. Where land is required to be conveyed in accordance with this by-law, the lands shall be conveyed as follows:
 - (a) in the case of Development or Redevelopment to be approved pursuant to sections 51.1 or 53 of the *Planning Act*, the conveyance of land may be required as a condition of approval, and said lands shall be conveyed to Centre Wellington either prior to or immediately upon registration of the plan of subdivision or upon the consent being given, as determined by Centre Wellington; and
 - (b) in the case of Development or Redevelopment where land has not been conveyed or has not been required pursuant to sections 51.1 or 53 of the *Planning Act*, Centre Wellington shall require the conveyance of land as a condition of Development or Redevelopment prior to building permit issuance in accordance with section 42 of the *Planning Act*.

Part 3: Payment-in-Lieu of Parkland

12. In lieu of requiring the conveyance of land required by Part 2 of this by-law, Centre Wellington may require the payment of the value of the lands otherwise required to be conveyed, calculated in accordance with the following:
- (a) Where the PIL has been required for a severance pursuant to sections 51.1 or 53 of the *Planning Act*, PIL may be provided on per lot basis where the land is used for a Residential use as per Schedule 1 to this by-law, subject to the following:
 - i. The per lot rates shall be indexed annually on January 1st of each year commencing January 1, 2026 by the Statistics Canada New Housing Price Index (house and land, most recent month year-over-year) and posted by the Township.
 - ii. Centre Wellington's failure to post the indexed rate shall not waive the requirement for compliance with this by-law.
 - iii. If the applicant does not agree with the per lot rate, they may submit a property appraisal subject to the PIL requirements in subsection 12(b) of this by-law.
 - (b) For all other development or redevelopment, the PIL shall be calculated as the equivalent value of the land required based on a property appraisal provided by the applicant, as follows:
 - i. In the case of lands proposed for Residential uses,
 - (A) if the density of the development is not greater than 50 units per hectare, at a rate of five per cent (5%) of the value of land being Developed or Redeveloped, subject to Section 13 of this by-law; and
 - (B) if the density of the development is greater than 50 units per hectare, at a rate of the value of one (1) hectare of land for each one thousand (1,000) net Residential Units proposed, subject to Sections 14 and 15 of this by-law.
 - ii. In the case of lands proposed for Commercial or Industrial uses, the value of two per cent (2%) of the land to be Developed or Redeveloped.
 - iii. In the case of a Mixed-Use Development or Redevelopment, the value of the land in the aggregate, calculated as follows:
 - (A) the Residential component, if any as determined by Centre Wellington, of the lands being Developed or Redeveloped, shall require the PIL of the value of land as determined in accordance with paragraph (i) of this subsection; plus

- (B) the Commercial, or Industrial component of the lands being Developed or Redeveloped, if any as determined by Centre Wellington, shall require the conveyance of land as determined in accordance with paragraph (ii) of this subsection; plus
 - (C) the component of the lands proposed for any use other than Residential, Commercial, or Industrial, if any as determined by the Township, shall require the conveyance of land as determined in accordance with paragraph (iii) of this subsection.
 - iv. In the case of lands proposed for Development or Redevelopment for a use other than those referred to in paragraphs (i), (ii) and (iii) of this subsection, the value of five per cent (5%) of the land to be Developed or Redeveloped.
13. With respect to land proposed for Development or Redevelopment that will include affordable residential units or attainable residential units, as defined in subsection 4.1 (1) of the *Development Charges Act, 1997*, or residential units described in subsection 4.3 (2) of that Act, the PIL that may be required shall not exceed 5 per cent of the value of the land multiplied by the ratio of A to B where,
- (a) “A” is the number of Residential Units that are part of the Development or Redevelopment but are not affordable residential units, attainable residential units or residential units described in subsection 4.3 (2) of the *Development Charges Act, 1997*; and
 - (b) “B” is the number of Residential Units that are part of the Development or Redevelopment.
14. For the purposes of subparagraph 12(b)i(B),
- (a) the net Residential Units proposed shall be determined by subtracting the number of Residential Units on the land immediately before the proposed Development or Redevelopment from the number of Residential Units that will be on the land after the proposed Development or Redevelopment; and
 - (b) affordable residential units and attainable residential units, as defined in subsection 4.1 (1) of the *Development Charges Act, 1997*, and residential units described in subsection 4.3 (2) of that Act shall be excluded from the number of net residential units.
15. Where subparagraph 12(b)i(B) is used to determine the amount of a PIL,
- (a) the maximum PIL shall be the value of 10 per cent of the land, in the case of land proposed for Development or Redevelopment that is five hectares or less in area; and

- (b) the maximum PIL shall be the value of 15 per cent of the land, in the case of land proposed for Development or Redevelopment that is greater than five hectares in area.

Timing of PIL Payment and Determination of Value

- 16. PIL shall be paid as follows:
 - (a) For Development or Redevelopment where the payment of PIL is not required as a condition of an approval or a consent, pursuant to either sections 51.1 or 53 of the *Planning Act*, the PIL shall be paid prior to the issuance of the building permit in respect of the Development or Redevelopment in accordance with section 42 of the *Planning Act*. The value of the land shall be determined as of the day before the day the building permit is issued in respect of the Development or Redevelopment or, if more than one building permit is required for the development or redevelopment, as of the day before the day the first permit is issued.
 - (b) Where the development of land results from the approval of a site plan or zoning by-law amendment and the approval of the application occurred within 18 months of building permit issuance, the PIL shall be calculated on the value of the land on the date of the planning application. Where both planning applications apply, PIL shall be calculated on the value of the land on the date of the later planning application.
 - (c) In the event that an extension of an approval described in subsection 16(a) or 16(b) is requested, the value of the land shall be determined as of the day before the day of the approval of the extension.

Part 4: Other

Previous or Required Conveyances

- 17. Notwithstanding Parts 2 and 3 of this by-law, if land has been conveyed or is required to be conveyed to Centre Wellington for park or other public recreational purposes or PIL has been received by Centre Wellington or is owing to it pursuant to a condition imposed pursuant to sections 42, 51.1 or 53 of the *Planning Act*, no additional conveyance or payment in respect of the lands subject to the earlier conveyance or payment will be required by Centre Wellington in respect of subsequent Development or Redevelopment unless:

- (a) There is a change in the proposed Development or Redevelopment which would increase the density of the development; or
 - (b) Land originally proposed for Development or Redevelopment for Residential, Commercial, or Industrial, uses is now proposed for Development or Redevelopment for other uses.
- 18. Where there is a claim of previous conveyance or PIL payment, it is the applicant's/owner's responsibility to provide suitable evidence of such previous conveyance or PIL payment, to Centre Wellington's satisfaction.
- 19. Land or PIL required to be conveyed or paid to Centre Wellington for park or other public recreation purposes pursuant to parts 2 and 3 of this by-law shall be reduced by the amount of land or PIL previously received by Centre Wellington pursuant to sections 42, 51.1 or 53 of the *Planning Act* in respect of the lands being Developed or Redeveloped.

Phased Development

- 20. Where approvals are issued in phases for Development or Redevelopment, Centre Wellington shall calculate and require the conveyance of land for park purposes or the payment of PIL, in accordance with Parts 2 and 3 of this by-law, on a phase-by-phase basis.

Part 5: General

- 21. Where a determination is required to be made by Centre Wellington in this by-law, that determination shall be made by the [Position of Staff Member that Makes Determination]. The [Position of Staff Member that Makes Determination]'s decision shall be final.
- 22. This by-law shall be referred to as the "Parkland Dedication By-law".
- 23. By-law xxxx-xx and any amendments thereto are hereby repealed. Policies made prior the adoption of By-law xxxx-xx respecting conveyance of land for park purposes and payment in lieu of conveyance of land for park purposes are rescinded.
- 24. This by-law comes into force upon passage.

Schedules

The following schedule shall form part of this by-law:

Schedule 1: PIL of Parkland Per Lot Fee Required as a Condition of a Severance or Consent

Read a first, second and third time and finally passed this ____ day of _____, 2025.

Mayor

Clerk