



REPORT TO MAYOR AND COUNCIL

PRESENTED: SEPTEMBER 20, 2021 - REGULAR MEETING
FROM: ENGINEERING DIVISION
SUBJECT: YORKSON COMMUNITY PARK 2021 PHASING UPDATE

REPORT: 21-106
FILE: 6125-20-WILL2-2021

RECOMMENDATION:

That Council receive this update on the development status of Yorkson Community Park and proposed development plan for their consideration during future Capital Budget reviews.

EXECUTIVE SUMMARY:

Yorkson Community Park is a major community amenity in the Willoughby area. Ultimately, it will help meet the needs of the residents of the Township of Langley with respect to park amenities and open spaces pursuant to applicable standards of 2 acres per 1,000 population for the 'community' level of parks. Based on the most current population estimates, which have been determined based on the most recent (2016) census data and building permit applications, there is approximately 1.6 acres per 1,000 residents of community level park space in Willoughby. A fully developed Yorkson Community Park will increase this provision to just under 2 acres per 1,000 population, excluding lineal greenways.

A 10-year phased construction plan of the Yorkson Community Park began in 2016, which was designed to utilize a portion of the then anticipated \$4 million average annual Parks Development Cost Charges (PDCCs) received by the Township. The sequencing of the 2016 projected plan has had to be amended somewhat to leverage external contribution opportunities and respond to public input; but remains on schedule to be completed within the original anticipated 10-year build out horizon. Currently, approximately \$9 million of parks infrastructure has been completed with another \$7 million in progress and another \$20 million to be funded.

On June 14, 2021 Council directed staff to complete updated construction estimates and a new projected timeline for the completion of Yorkson Community Park in time for Council's consideration as part of the 2022 budget process.

In response, staff have prepared an updated phasing and costing plan. The five (5) remaining phases are designed to continue the practice of utilizing available PDCCs to fund the majority of Yorkson Community Park development. These phases require a total of \$20 million split between \$13 million PDCCs and \$7 million of additional funding for features not eligible under the provincially regulated Development Cost Charges (DCC) program.

Council may wish to continue with the current phased funding strategy or provide alternate funding sources that would allow for accelerated implementation of the remaining phases.

PURPOSE:

This report is in response to Council's direction and aims to provide information regarding the status of progress on the development of Yorkson Community Park related to budgeting and timelines of future phases.

BACKGROUND/HISTORY:

At its Regular Meeting on June 14, 2021, Council passed the following resolution:

“Whereas:

- 1. With the recent completion of the indoor tennis facility originally planned for 2025, the original cost estimates and projected phasing for the completion of Yorkson Community Park from 2016 to 2025 is now obsolete; and*
- 2. Given the rapidly increasing population of this area within Willoughby, and other areas such as Carvolth without comparable community park spaces, the completion of Yorkson Community Park is important and needed;*

Therefore be it resolved that staff be directed to undertake and complete updated construction cost estimates and new projected timeline for the completion of Yorkson Community Park, hereby referred to the 2022 budget process for future consideration by Council at that time.”

The following three tables provide a detailed breakdown, in a summary format, of the previous, current, and projected future costs associated with Yorkson Community Park with additional detail related to future works provided in Attachment A to this report:

| A. WORK COMPLETED | | | |
|--------------------------|--------------------|--------------------------|--|
| Year | Budget | Phase | Description |
| 2008 | - | Concept Plan | Council adopted Yorkson Community Park Concept Plan. |
| 2014 | \$198,796 | Concept Update | Design consultant retained for concept plan. |
| 2015 | \$350,000 | Public Consultation | Updated concept plan presented to Council including public consultation feedback. In response to open house comments, the dog off-leash area was enlarged, and additional trail connections incorporated to increase “walking loop” opportunities in lieu of a formal track. The plan proposed a 10-phase implementation schedule to utilize PDCCs as they are collected as part of the development process. |
| 2016 | \$3,400,485 | Phase 1 Construction | Synthetic field with LED field lights, site servicing and utilities. (Field # N1) |
| 2017 | \$2,558,291 | Phase 2 & 3 Construction | Baseball diamonds and gravel base for north parking lot. (Field #'s D1 & D2) |
| 2018 | \$883,708 | Phase 4 Construction | Baseball diamond (Field # D3), fencing and lighting (Field #'s D1 & D2), dog off-leash area, mountain bike park, and community garden. |
| 2018 | 0 | Development Oval Fields | Grass fields constructed through development coordinated works and contributions. (Field #'s S1 & S2) |
| 2019 | \$1,480,974 | Phase 5 Construction | Fencing and lighting for diamond (Field # D3), gravel parking south of 82 Ave. |
| | \$8,872,254 | Total Completed | |

| B. WORK CURRENTLY IN PROGRESS | | | |
|--------------------------------------|--------------------|--|---|
| Funding Year | Budget | Phase | Description |
| 2020 | \$2,775,641 | Phase 6 construction IN PROGRESS | Parking lot north of 82 Ave and north concession building. |
| 2021 | \$4,667,824 | Phase 7 construction IN PROGRESS | Children's' play area, spray park, passive picnic area, and washroom building. |
| 2021 | By Developer | Indoor Tennis Facility Partnership IN PROGRESS | Provided through a 25-year lease agreement with an external partner to build and operate the new facility that includes six (6) indoor tennis courts, a fitness centre, and a children's daycare. Expected to open Fall 2021. |
| | \$7,443,465 | Total Currently in Progress | |

| C. PROPOSED FUTURE WORKS | | | |
|---------------------------------|---------------------|--|---|
| Phase | Budget | Anticipated Year | Description |
| 8 | \$3,970,000 | 2022 | 80 Ave skateboard park plaza with area lighting and partial canopy. |
| 9 | \$3,998,725 | 2023 | 82 Ave south parking lot, 80 Ave parking lot, 84 Ave parking lot completion and maintenance area. |
| 10 | \$3,958,850 | 2024 | North synthetic rugby field (N2) with warm up field and surrounding passive areas. |
| 11 | \$3,971,600 | 2025 | Southeast synthetic field (S3) and south fieldhouse. |
| 12 | \$3,991,600 | 2026 | Southwest synthetic field (S4) and east parking lot. |
| | \$19,890,775 | Total Proposed Future Works (DCC Eligible at 65%) | |

DISCUSSION/ANALYSIS:

The phasing has deviated from the original 10-year plan to leverage previously unanticipated developer contributions and in response to the changing needs of the growing community but has been effective in providing new park area within Yorkson Community Park without exceeding Parks Development Cost Charges (PDCC) funds available at the time.

PDCC have historically collected an average of \$4 million per year to be utilized across the Township. The previous phases of Yorkson Community Park have been implemented to utilize these funds in priority with other park development as they have become available. Certain park amenities such as parking lots, field lighting, and building facilities are not eligible for DCC funding under Provincial legislation.

To date, the Township has provided \$16.3 million dollars with \$13.8 million (85%) funded through PDCCs, and the balance through operating revenue, grant funding, prior year's surplus, School District 35 contributions, and development non-refundable deposits. External developer contributions have also been utilized in addition to this funding strategy.

The remaining park development is proposed in five (5) annual phases, as shown in Attachment A, to continue to leverage PDCCs as they are received. Approximately \$13 million (65%) of the nearly \$20 million are PDCC eligible. The remaining \$7 million (35%) requires a non-DCC funding source such as general or other operating revenue, subject to Council approval.

Alternately, Council may wish to utilize borrowing to accelerate the implementation of the remaining phases. Savings may be gained through economies of scale with construction synergies but may also be offset by borrowing costs. Accelerated construction may also protect the Township from potentially higher construction costs and inflation without a corresponding increase in PDCC contribution levels.

Community Implications:

Currently, the Willoughby Community contains 1.6 acres of community park space per 1,000 residents. This is 0.4 acres/1000 below the target of 2 acres/1000 pursuant to Township standards. A fully developed Yorkson Community Park would increase the community park provision to 1.9 acres/1000 based on the 2020 population estimates. In the absence of an accelerated strategy, community park provisions are expected to follow population growth, based on the PDCC funding model.

Given the nature of the PDCC program, park development does not typically occur until after residential development has started thereby providing park space after the residents have moved in. Council may consider alternate funding sources, such as borrowing, to accelerate park development which would put park amenities in place prior to the expected population growth. Development in the Yorkson area has continued at a consistent pace as per the Yorkson Neighbourhood Plan, adopted by Council in July 2001 and amended over the years.

Respectfully submitted,

Chris Marshall
MANAGER, PARKS DESIGN AND DEVELOPMENT
for
ENGINEERING DIVISION

ATTACHMENT A Yorkson Creek Park Phasing Plan – 2021 Update

