

## **CITY OF VAUGHAN**

### **EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 11, 2018**

Item 4, Report No. 16, of the Committee of the Whole (Working Session), which was adopted, as amended, by the Council of the City of Vaughan on April 11, 2018, as follows:

***By approving recommendations 1, 2, 3, and 5, contained in the report of the Deputy City Manager, Planning and Growth Management and the Chief Financial Officer and City Treasurer, dated March 7, 2018;***

***By approving that recommendations 4 and 6 contained in the report of the Deputy City Manager, Planning and Growth Management and the Chief Financial Officer and City Treasurer, dated March 7, 2018, be replaced with the following:***

- “4. That staff negotiate with interested sports organizations to develop preliminary layout requirements and partnership structures that align with the expanded park vision for NMRP.” and***
- “6. That Deloitte LLP be retained to complete business case activities related to the development of NMRP and to assist in developing a procurement process, which may or may not include engaging a Master Developer-Builder, to implement all or a portion of the expanded park vision for NMRP to accelerate the delivery of additional community facilities and programs for Vaughan residents and visitors.”***

***By approving the confidential recommendation of the Council (Closed Session) meeting April 11, 2018; and***

***By approving recommendations 2, 3, 4, and 5 of the Committee of the Whole (Working Session), meeting of March 7, 2018.***

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## **4 NORTH MAPLE REGIONAL PARK PHASE 2 DUE DILIGENCE**

**The Committee of the Whole (Working Session) recommends that consideration of this matter be deferred to the Council meeting of April 11, 2018.**

Council, at its meeting of March 20, 2018, adopted the following recommendation (Committee of the Whole (Working Session) Item 5, Report No. 12):

By approving the following in accordance with Communication C7, from the City Solicitor, dated March 19, 2018:

That consideration of the report on the North Maple Regional Park Phase 2 Due Diligence be deferred to the Committee of the Whole (Working Session) on April 9, 2018.

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##### **Recommendation of the Committee of the Whole (Working Session), dated March 7, 2018**

The Committee of the Whole (Working Session) recommends:

- 1) That the recommendation contained in the following report of the Deputy City Manager, Planning and Growth Management and Chief Financial Officer and City Treasurer, dated March 7, 2018, be approved;
- 2) That the confidential recommendation of the Committee of the Whole (Working Session – Closed Session) meeting of March 7, 2018, be approved;
- 3) That the presentation by the Director of Parks Development and communication C5, presentation material titled “North Maple Regional Park”, dated March 7, 2018, be received;
- 4) That the deputation of Ms. Marcella DiRocco, Vaughan C.A.R.E.S, be received; and
- 5) That the following communications be received:  
  
C1 Regional Councillor Ferri, dated February 28, 2018; and  
C2 City Manager, dated March 6, 2018.

##### **Report of the Deputy City Manager, Planning and Growth Management and the Chief Financial Officer and City Treasurer, dated March 7, 2018**

#### **Purpose**

To provide an update on the results of the Phase 2 due diligence for North Maple Regional Park (NMRP).

#### **Recommendations**

1. That Council endorse the expanded vision for NMRP and surrounding open space lands to guide future park planning, development and partnership opportunities for creating a world-class recreational and cultural destination;
2. That staff engage the Evergreen Foundation to assist in developing a strategy for implementing community engagement and cultural programs to support the NMRP vision;
3. That staff initiate discussions with the City of Toronto to identify requirements and timing for proposed park and recreational uses on the Keele Valley Landfill Site;

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4. That staff negotiate with interested sports organizations to develop partnership structures that align with the expanded vision for NMRP;
5. That staff meet with Federal and Provincial government representatives to present the NMRP vision and to understand potential grant funding opportunities; and
6. That Deloitte LLP be retained to complete business case activities and assist in undertaking a procurement process to secure a Master Developer-Builder to implement all or a portion of the expanded park vision for NMRP to accelerate the delivery of additional community facilities and programs for Vaughan residents and visitors.

#### **Report Highlights**

- Technical studies confirm the 900acre expanded park vision for NMRP is feasible, with recreation and park uses on landfills possible within 5 years
- Golf Canada's timing for finalizing a permanent home for the RBC Canadian Open has changed but Vaughan continues to be a preferred location
- Market assessments identify interest from a variety of sports organizations and potential partners for the North Maple Regional Park expanded vision
- NMRP is positioned to become a world-class venue for Vaughan residents and visitors and a special place where recreation, culture and nature meet

#### **Background**

In April 2017 Council considered an unsolicited proposal from Golf Canada which identified the potential for an expanded park vision for NMRP and surrounding open space lands as a preferred location for the permanent home of the RBC Canadian Open golf championship and a destination park to establish a legacy of social, cultural and economic benefits for Vaughan residents and visitors.

The expanded park vision for NMRP involves the creation of a nationally significant public sports, recreation and cultural venue on approximately 364ha (900 acres) of publicly owned park and open space property including NMRP, adjacent wooded valley lands, the Vaughan Township Landfill Site (VTLs), and the Keele Valley Landfill Site (KVLS). A map of the park and open space areas is appended as Attachment 1.

To determine the true value and viability of the expanded park vision, staff were authorized to negotiate with Golf Canada and undertake a comprehensive due diligence assessment of the lands including an assessment of potential opportunities for private-

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sector partners and other sports organizations to assist implementation and delivery of services to the community.

#### **Previous Reports/Authority**

[NORTH MAPLE REGIONAL PARK UPDATE AND AWARD OF TENDER T17-039 – PHASE 1 PARK DEVELOPMENT](#)

#### **Analysis and Options**

Following the April 2017 Council meeting, staff initiated meetings with Golf Canada to advance negotiations and undertake a detailed review of their unsolicited proposal, and to conduct Phase 2 due diligence activities to confirm the feasibility, opportunities and constraints of the expanded park vision.

The following due diligence technical assessments of NMRP and surrounding open space lands were undertaken:

- Natural Heritage Opportunities and Constraints Study
- Feasibility and Remedial Options Study - Vaughan Township Landfill Site (VTLS)
- Feasibility and Remedial Options Study - Keele Valley Landfill Site (KVLS)\*  
\*completed in partnership with the City of Toronto

#### ***Results of the Natural Heritage Studies indicate low to moderate ecological and environmental constraints for implementing the expanded park vision for NMRP and surrounding open space lands***

Groundwater Environmental Management Services Inc. (GEMS) was retained to prepare an ecological assessment of natural heritage features of NMRP, VTLS and adjacent wooded valley lands. An Executive Summary of the GEMS report is appended as Attachment 2.

Working in consultation with staff from the Toronto and Region Conservation Authority (TRCA) and Ministry of Natural Resources and Forestry (MNR), the GEMS study field investigations included the following activities:

- Natural feature staking of existing wetlands
- Boundary confirmation of existing Area of Natural and Scientific Interest (ANSI) and Environmentally Significant Area (ESA) designated areas
- Amphibian surveys
- Headwater drainage assessment
- Vegetation surveys including Ecological Land Classification (ELC) assessment
- Breeding bird surveys

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- Turtle surveys

Key findings and recommendations of the GEMS study identify opportunities to modify and enhance existing ecological features that may have been previously disturbed or constrained by invasive species, and opportunities to reduce required park development setbacks through the completion of additional Environmental Impact Studies.

Identified constraints primarily relate to the function and future proposed use of the existing pond and wetland features within NMRP. Further assessment is required in consultation with MNRF to determine if the pond and wetland features are provincially significant, which would have specific requirements for the approval of park and facility development plans and public use of these areas.

Additional detailed environmental studies will be required to support proposed park implementation plans during the design and approvals stage of future projects.

***Results of the Landfill Feasibility Studies indicate that parks and recreation uses on the VTLS and KVLS are feasible with approximately 75ha (185acres) of new developable active parkland that can be created and public access to the landfills possible within 5 years***

Golder Associates Ltd. (Golder) was retained to carry out a technical assessment of the VTLS and KVLS to provide recommendations related to the feasibility of potential active and passive recreational uses on the landfills as proposed in the expanded park vision. An Executive Summary of the Golder reports are appended as Attachments 3 and 4.

Working in consultation with staff from the City of Toronto and Ministry of Environment and Climate Change (MOECC), the Golder scope of work included the following key activities:

- Review of historical documents, files and data systems
- Assessment of risks posed by opening landfill areas to the public
- Research into example sites where mitigation measures have been successfully applied to enable recreational development on closed landfills
- Determination of proposed approaches and/or modifications required to the sites including engineered control systems to facilitate proposed park uses
- Estimate of activities, timeframes and order of magnitude costs

The VTLS is a City-owned former landfill that was in operation from 1965 -1984 and collected an estimated 8 million cubic meters of solid non-hazardous municipal waste. Existing infrastructure includes a landfill gas (LFG) collection system along the south

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west corner of the site and ground and surface water monitoring wells located throughout the landfill. City of Vaughan staff are responsible for the operation and maintenance of the existing LFG system and all reporting requirements as per the current Environmental Compliance Approval with the MOECC. This includes groundwater, surface water and landfill gas monitoring, as well as assisting City of Toronto staff in the sampling of groundwater levels and reporting back to the regulatory agencies.

To accommodate public access on the VTLS Golder recommends the design and installation of improved landfill gas management and monitoring systems, amendments to the existing landfill cover, protection of existing monitoring infrastructure and equipment, and additional surface gas surveys completed and passed prior to submission of an end use plan to MOECC for an amendment to the current Environmental Compliance Approval for the site.

The KVLS is a former landfill that was in operation from 1983 - 2002 and collected an estimated 28 million tonnes of solid non-hazardous municipal and industrial waste. KVLS has been closed since 2002 and is owned and maintained by the City of Toronto. Existing infrastructure includes a LFG collection system, a leachate collection system as well as ground water and surface water monitoring wells. The current reduced levels of LFG have necessitated a change to the current landfill gas collection system.

For the KVLS, proposed active and passive recreation or golf course end uses would be possible as the end uses coincide with the existing 2006 Closure Plan already submitted to the MOECC. Based on the current conditions, modifications to the existing landfill infrastructure would be required and the amount of work would be dependent on the end use design. Major constraints on the KVLS are along the southern slope and southern portion of the landfill where the main leachate and LFG collection systems are located.

In summary, it is considered that the combined preparation of the VTLS and KVLS for proposed recreational end use scenarios will generate approximately 75ha (185 acres) of new developable active parkland which could be implemented within the next 3 to 5 years.

***Discussions with Golf Canada continue to be positive, however the timing for finalizing a permanent home for the RBC Canadian Open has changed***

In the summer of 2017 Golf Canada announced organizational changes including the appointment of new CEO Laurence Appelbaum. With Mr. Applebaum new to the

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organization and the future of the Glen Abbey Golf Club uncertain, Golf Canada's focus has recently shifted to a short-term priority of securing golf course venues to host the RBC Canadian Open for 2019 - 2021, resulting in a delay in advancing work on securing a permanent home.

Based on this, a detailed assessment of the Golf Canada proposal has not yet been completed. It is anticipated that discussions with Golf Canada on the permanent home will resume in 2018, and staff have been advised in the preparation of this report that Vaughan continues to be a preferred location since it provides many positive attributes that align with Golf Canada's vision for the future of the Open and their headquarters.

Notwithstanding these changes, the Golf Canada proposal initiated a process that has begun unlocking the value of NMRP and surrounding open space lands to assist in maximizing the City's vision of greater public use of the lands that will transform the former landfills and create a positive legacy for our citizens and leave a heritage for generations to come.

#### ***The expanded park vision for NMRP aligns with City of Vaughan community needs and trends identified in the City's Active Together Master Plan***

Phase 1 development at NMRP is currently underway and on-schedule to open the park to the public in Summer 2018. The completion of Phase 1 facilities aligns with the expanded park vision, and having two high-quality turf soccer fields is a distinct advantage and catalyst for Phase 2 development and the potential partnership opportunities that are emerging.

The expanded park vision and use of the landfills and surrounding open space lands aligns with the City's Active Together Master Plan and will provide additional lands for an abundance of parks, recreation, community programs and events including, but not limited to:

- Major City events including Concerts in the Park, Winterfest, Canada Day
- Year-round indoor recreation space and training facilities for all levels, ages and abilities
- Cultural and performing arts opportunities
- Charity walks and major community and corporate gatherings
- Sports tourism and tournament venues
- Winter recreation including ice skating, tobogganing, snow tubing and cross-country skiing

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- Natural trails, hiking and biking paths, boardwalks and lookout areas

Leveraging high performance sports facilities and partnership funding will greatly assist the City in providing community facilities and programs that align with the ATMP and help deliver many in-demand programs to the community.

#### ***Market assessments and respondent consultations by Deloitte identify interest from a variety of sports organizations and potential partners for the North Maple Regional Park expanded vision***

Concurrent with the completion of the due diligence technical studies, Deloitte LLP (Deloitte) was retained to assist in assessing potential partners for Phase 2 development at NMRP. The primary purpose of this work is to consider the results of the previous Request for Information submissions and an assessment of potential opportunities for private-sector partners and other sports organizations to assist the implementation and delivery of services to the community. An Executive Summary of the Deloitte study is appended as Attachment 5.

Over the course of several months Deloitte conducted over 15 interviews with potential partners and sports groups based on the following key objectives:

- Developments must be aligned with the City's vision of providing park facilities for active and passive uses, for all levels of ability, age and interests, and be sensitive to the natural environment
- Capable of helping establish a year-round destination site for a variety of sports, recreational and cultural uses
- Reduce the financial burden to the City in terms of total project capital, operating and lifecycle costs, while minimizing the City's exposure to market risk associated with revenue generation

Based on the initial round of interviews a range of interests emerged including groups with interest in leasing NMRP land for Sports Centre of Excellence and/or co-locating head offices dedicated to Amateur Sport, interest in renting facilities for hosting events and interest in acquiring land for development opportunities. There were also a number of groups that confirmed they had no interest in potential opportunities at NMRP at this time.

Following the first round of market consultations Deloitte assessed each opportunity against the project objectives and identified the following short-list recommended for further assessment and more detailed discussion with City staff. Follow-up consultation



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meetings were arranged and a questionnaire was completed by each organization to identify specific facility requirements of the various organizations. Key highlights are as follows:

Organization	Areas of Interest
Ontario Tennis	<ul style="list-style-type: none"><li>• Provincial headquarters and training centre</li><li>• Office space</li><li>• Indoor and outdoor courts</li><li>• High performance training facilities</li><li>• Community use access to facilities and programs</li></ul>
Canada Soccer	<ul style="list-style-type: none"><li>• Regional training centre</li><li>• Office space</li><li>• Potential FIFA World Cup 2026 Base Camp</li><li>• Indoor and outdoor fields</li><li>• High performance training facilities</li><li>• Stadium field</li><li>• Community use facilities and programs</li></ul>
Rugby Ontario/Rugby Canada	<ul style="list-style-type: none"><li>• Regional centre of excellence and headquarters</li><li>• Office space</li><li>• Indoor and outdoor fields</li><li>• High performance training facilities</li><li>• Stadium field</li><li>• Community use facilities and programs</li></ul>
Cricket Canada	<ul style="list-style-type: none"><li>• National headquarters</li><li>• Office space</li><li>• Outdoor fields</li><li>• Stadium field for international competitive play</li><li>• High performance training facilities</li><li>• Community use facilities and programs</li></ul>

Recommended next steps for moving forward with exploring partnership opportunities with the various sports organizations based on the above assessment include advancing negotiations and due diligence activities with Ontario Tennis, Rugby Ontario/Rugby Canada and Canada Soccer to confirm their interest. It is also recommended that staff meet with the Federal Government and Ontario Ministry of Tourism, Culture and Sport to present the NM RP vision and concept of multiple sports organizations in a co-location and shared-use arrangement and seek potential funding opportunities.

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***Follow-up consultations with previous RFI respondents confirm continued interest from these groups in partnering with the City to deliver the NMRP vision***

As directed by Council, each of the previous RFI respondents were contacted by Deloitte to overview the expanded vision for NMRP and to confirm their level of continued interest in partnering with the City on this exciting project. The summary of each of these discussions was positive, with all four respondents reaffirming their interest in participating in all or a portion of the NMRP project based on their original submissions, with a caveat that they would need to review their original submissions and any new information or factors to consider based on the emerging expanded park vision.

Based on the reaffirmed interest of the RFI Respondents and the common elements identified by the various sports organizations for potential partnership with the City, it is recommended that business case activities (i.e. delivery model assessment, risk assessment, financial analysis, etc.) and a procurement process be undertaken to secure a Master Developer-Builder to help implement all or a portion of the expanded park vision for NMRP to accelerate the delivery of community facilities and programs for Vaughan residents and visitors.

***The Evergreen Brick Works is an excellent example of how strategically positioning public sector and private sector partnerships can act a catalyst for delivering exciting destination recreation and cultural facilities and programs to the community***

In November 2017, the Chief Financial Officer & City Treasurer and the Director of Parks Development were invited to attend a site tour of the Evergreen Brick Works and meeting with Evergreen Foundation (Evergreen) staff to discuss their experiences in transforming an underutilized public asset into a thriving, nationally significant destination site that is financially sustainable through the establishment of community and business partnerships with both public and private sector organizations.

Evergreen staff were very proud to advise that the Evergreen Brick Works, a high profile, multi-phased capital project, achieved operational financial sustainability early in the process of being opened to the public. Evergreen attributed the key to their success as being the connections they made with the local and greater community early during implementation of the project and the use of an extensive community engagement, consultation and partnership program to generate awareness and stimulate interest in the project.

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Evergreen's mission is to enable flourishing cities with a vision to connect people, natural and built worlds. In January and February 2018 staff and Evergreen continued discussion on how to develop opportunities to engage the Vaughan community and generate excitement and interest in NMRP. Evergreen has the expertise and interest in assisting the City in the areas of visioning, partnership development, site program development and interpretation, social enterprise and citizen engagement.

As a result of these discussions staff recommend engaging Evergreen to leverage their experiences, skills and network of resources to assist Vaughan in developing and implementing a creative community-based process to support and activate the expanded vision for NMRP.

#### **Financial Impact**

Cost estimates for implementation of the expanded park vision for NMRP are highly variable and will depend on the quantity and types of facilities and programs to be developed. Cost estimates will form a necessary part of the next phases of concept design and park planning.

Order of magnitude costing for the preparation of the VTLS for passive and active recreational uses is estimated to be in the range of \$1.2M to \$3.6M. Order of magnitude costing for the KVLS is estimated to be in the range of \$1M to \$2M for active and passive park uses, and as high as \$5M to \$6M for preparations required to support a championship golf course. These costs will be further reviewed and detailed as part of the concept design and park planning phases.

Project management resources will continue to be required to assist staff in advancing this significant priority City initiative. Costs to provide internal and external (consulting) support would be funded from existing capital projects and accommodated within approved budgets or included in future budget submissions.

Partnership opportunities and revenue from anticipated small-scale and large-scale events and programs will assist in achieving the City's goal of reducing overall capital and operating costs for NMRP which will continue to be a key objective for this project.

#### **Broader Regional Impacts/Considerations**

Completion of the NMRP project will require continued discussion and coordinating with a variety of external agencies and stakeholders including York Region, TRCA, City of Toronto, MOECC and MNRF.

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York Region is currently undertaking an Individual Environmental Assessment for Teston Road between Keele Street and Bathurst Street, including the unopened section between Keele Street and Dufferin Street. This study is in the early stages making it an ideal time to closely coordinate the City's vision for NMRP with York Region's plans for transportation network improvements.

#### **Conclusion**

Results of Phase 2 Due Diligence investigations and technical studies confirm the feasibility of implementing the 900acre expanded vision for NMRP. A variety of facility development and programming opportunities are available to the City that will establish NMRP as a signature destination site for Vaughan residents and visitors.

In addition, a variety of interest in the NMRP project continues to be expressed by potential partners including national and provincial sports organizations, local community groups and previous RFI respondents. Based on the results of these comprehensive studies it is recommended that the expanded park vision be endorsed and that business case activities and procurement processes be undertaken to secure partners to assist the City in implementing park facility development, programming and activation to help unlock the true value of these lands.

The City's vision of greater public use of NMRP, landfills and adjacent open space lands will create a positive legacy for our citizens and leave a heritage for generations to come.

**For more information**, please contact: Jamie Bronsema, Director of Parks Development, ext. 8858

#### **Attachments**

1. Map of North Maple Regional Park and Surrounding Open Space Lands
2. Natural Heritage Opportunities and Constraints Study – Executive Summary, Groundwater Environmental Management Services Inc., January 23, 2018
3. Feasibility and Remedial Options Study Vaughan Township Landfill Site End Use – Executive Summary, Golder Associates, January 2018
4. Feasibility and Remedial Options Study Keele Valley Landfill Site End Use – Executive Summary, Golder Associates, January 2018
5. North Maple Regional Park Sports and Culture Centre of Excellence Market Sounding – Executive Summary, Deloitte LLP, February 2018
6. Council March 20, 2018 - Communication C3, from the Chief Human Resources Officer, dated March 20, 2018.

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#### **Prepared by**

Jamie Bronsema, Director of Parks Development, ext. 8858

(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)