

**CITY OF VAUGHAN**

**EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 25, 2013**

Item 46, Report No. 32, of the Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on June 25, 2013.

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**NORTH MAPLE REGIONAL PARK –  
PROPOSED PUBLIC PRIVATE PARTNERSHIP  
SUMMARY OF PUBLIC CONSULTATION  
NEXT STEPS  
WARD 1**

**The Committee of the Whole recommends:**

- 1) **That the recommendation contained in the following report of the Commissioner of Community Services, dated June 18, 2013, be approved; and**
- 2) **That the deputation of Mr. Antony Niro, Laurentian Boulevard, Maple, be received.**

**Recommendation**

The Commissioner of Community Services, in consultation with the Director of Purchasing Services, and Director of Legal Services, recommends:

1. That this report and results of the North Maple Regional Park Community Consultation be received for information purposes; and,
2. That staff be directed to issue an Invitational Request For Proposals for a financial advisor to prepare a business case for the North Maple Regional Park Public Private Partnership and report to Council in the fall of 2013.

**Contribution to Sustainability**

This report is consistent with the priorities previously set by Council in the Green Directions Vaughan, Community Sustainability Environmental Master Plan, Goal 2, Objective 2.2:

- To develop Vaughan as a City with maximum green space and an urban form that supports our expected population growth.

**Economic Impact**

There is no economic impact as a result of this report as consulting funds are already approved within 5961-2-03 but a Public Private Partnership or funding strategy may provide an opportunity to reduce the tax burden to the residents of Vaughan if the Public Private Partnership is successful.

**Communications Plan**

There will be additional opportunities for consultation with the community as North Maple Regional Park moves forward.

**Purpose**

The purpose of this report is to update Council on the results of the Expression of Interest (RFEI12-180); the results and comments coming out of the Community Meeting held on January 31, 2013; as well as to provide an update on the process and next steps to be taken prior to issuing the Request for Proposal for a Public Private Partnership.

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#### **Background - Analysis and Options**

Council at its meeting on January 31, 2012 adopted the following resolution (Item 28 Report No 1, Committee of the Whole).

*Whereas*, the City of Vaughan has purchased approximately 200 acres of land on the east side of Keele Street, between Teston Road and Kirby Road for a major City park; and,

*Whereas*, the current Facility Fit Plan developed using the City of Vaughan's "Active Together Master Plan for Parks" contemplates the park consisting of recreation space, senior soccer fields, artificial turf fields, senior baseball/softball fields, cricket pitch, tennis courts, water play, play areas, basketball courts, ice skating trail, skateboard park, trails, field houses, amphitheatre, conservatory/arboretum, garden event area, picnic sheltered areas, pedestrian and bicycle network; and,

*Whereas*, the estimated cost to construct the Park is significant, estimated at \$31 million and will require a significant amount of funding beyond development charges to fully realize the plan; and,

*Whereas*, there will be significant ongoing annual costs to operate the park; and,

*Whereas*, the City is open to opportunities for reducing the cost to the taxpayer of providing the services to the public (construction and operation).

*It is therefore resolved*

That Council issue an Expression of Interest to solicit and evaluate opportunities for a Private Public Partnership for the development and operation of all or a portion of the Maple Valley North Regional Park with the objective of balancing the public/private interests while achieving Council's overall vision for the park; and,

That Staff be directed to bring back to Council the results of the Expression of Interests, along with the draft Terms of Reference for an RFP to be issued to the proponents responding to the Expression of Interest; drawing from the current plan as a baseline for Council approval before being issued; and

That prior to the drafting of Terms of Reference for an RFP, a community meeting be held to discuss the current needs and vision for the future North Maple Regional Park so that these discussions can be incorporated into the Terms of Reference.

#### **Legal Services Comments: Public Private Partnerships**

Public Private Partnerships (PPPs) have become a common tool for delivering infrastructure and services and the key essence of a PPP is the sharing of risk and transferring risk and responsibility to the private sector. Staff have sought the advice of an external lawyer with expertise in PPPs regarding the process to move forward. The City will need to review the different procurement options (Design-Build-Finance, Design-Build-Finance-Maintain, Design-Build-Finance-Operate-Maintain, or other options) for the project. The choice of alternative service delivery model should be based on a business case that best secures value for taxpayers' money and has an open and transparent procurement and delivery process. Through this analysis the municipality will be able to demonstrate that the chosen service delivery model provides the best opportunity to achieve value for money.

There are a number of issues which will need to be considered to determine whether PPP is the right procurement vehicle for this project. The Canadian Council for Public-Private Partnerships–

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A Guide for Municipalities, November 2011 sets out the need to develop a business case with rigorous financial and risk analysis. To develop these business cases, staff recommend retaining a financial advisor. The business case will summarize the project objectives, project scope, and the projected base costs. It would validate the procurement options, and summarize the results. It would include a detailed analysis of the capital, operating, maintenance, and lifecycle components under the procurement options and include a risk analysis identifying material project risks associated with each procurement option. It would identify the preferred delivery model.

The range of cost to retain a financial advisor to provide the business case is estimated at \$50,000 to \$75,000. An Invitational RFP can be issued shortly, with award in the summer and timing to provide a report to Council in the fall of 2013.

#### Summary of Expression of Interest

Further to the direction of Council, an Expression of Interest was issued on April 18, 2012, which closed on May 15, 2012. The Expression of Interest was advertised in the City Page, as well as being posted on Biddingo and the OPBA web site. Seventeen (17) individuals picked up the expression of interest (RFE0112-180) documents from Purchasing Services and four (4) submissions were received upon closing, as follows:

- 1) Castlepoint Investments Inc., Vaughan, ON
- 2) Oasis Entertainment Group, Oakville, ON
- 3) History Hill Group and Green Park Homes, Vaughan, ON; and,
- 4) Ludus Theatrum Limited, Maple, ON

Based on the advice of Legal Services and in consultation with Purchasing Services, RFE0112-180 has been cancelled.

#### Summary of Community Meeting Regarding Needs and Vision of the Regional Park

A Community meeting was held on January 31, 2013 at 7:00 p.m. and was well attended by the general public. For additional information regarding how this community meeting was advertised, please refer to the North Maple Regional Park Community Consultation Report, dated March 6, 2013 (see Attachment 1). All in attendance of the community meeting were provided a hard copy comment sheet for their use and were directed that comments can also be submitted via email or online on the City's Web page. As part of the community meeting there was a brief presentation followed by a comment period, which had been facilitated by the Consultant firm, Montieth Brown Planning Consultants (see Attachment 2). Verbal comments are summarized in Appendix 'A' of Attachment '1' and written comments are summarized in Appendix B of Attachment '1'.

Staff have reviewed the report prepared by Monteith Brown Planning Consultants for the North Maple Regional Park public consultation, which was held to help inform the design of the park and the terms of reference that would be issued related to the possible Public Private Partnership. Listed below is the summary of the identified concerns and comments noted within the report and associated appendices, as follows:

1. There is excellent support for the development of the Park and an enthusiasm to expedite construction. The facility fit was generally well received and was felt to offer something for everyone, including a good mix of spaces for structured and unstructured activities.
2. Organized sports groups were disappointed about the potential "loss" of one soccer field and two ball diamonds from the previous concept plan. These fields were removed from the current facility fit concept presented at the community meeting to provide space for a potential Public Private Partnership along Keele Street.

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3. Requests were received to add an off-leash dog park and botanical garden to the Park, among other features. Residents expressed an interest to see a greater emphasis on multi-use, unstructured play opportunities provided by the facilities in the active area, play, woodland, and picnic zones (as opposed to permitted sports fields).
4. Several local residents identified concerns over the location of the sports fields and potential impacts from lighting, noise, and on-street parking in the residential subdivision to the north. To address these concerns, some suggested that the site be reconfigured.
5. There was general but cautious support for a Public Private Partnership on the site. The caution was to ensure that public interests are protected and benefits were enhanced. Many expressed an interest to learn more about the final concept and options when they become available.

In addition, most residents at the public meeting viewed the Public Private Partnership as a reasonable option given that it may allow the City to move forward with the development of the park in a more expeditious manner. This support, however, was qualified in that any Public Private Partnership must protect and enhance public benefits; for example, local user groups and residents want to maintain the first right to book facilities. Respondents also provided the following comments for consideration when evaluating the type of P3 sought by the City.

- The P3 should benefit the community as a whole and accommodate local residents and users in terms of access and parking. As a result, residents felt that big box stores and commercial uses would not be an ideal fit, unless it can be demonstrated that value can be offered to the community.
- Residents were adamant that any development to occur on these lands should be complementary with the proposed park elements and should consider creative and innovative solutions, including (but not limited to) environmentally-friendly designs.
- Others suggested that the City should develop the Public Private Partnership lands, and then lease them to users to solidify municipal ownership and control of the site.
- Some residents suggested that a review of Public Private Partnership best practices should be undertaken to ensure that the best possible solution is achieved to meet the needs of residents and users.
- Some residents felt that the City should also explore other options for funding, including from the Region of York.
- There were also a small number of suggestions that the City sell the lands to assist with funding the park's development.

Based on the comments received and concerns expressed, the following are proposed to be included in the Terms of Reference for the North Maple Regional Park Private Public Partnership RFP. In addition, the preferred Business model will be finalized and included in the RFP:

1. The proposed park facilities shall be incorporated into terms of reference for the RFP and shall include the following but is not necessarily limited to:

Active Facilities:

- One lit artificial turf soccer field with stadium seating (1,000 to 1,500 capacity);
- One lit artificial turf soccer field;
- Three lit premium soccer fields;
- Two lit senior baseball diamonds;
- One lit multi use sports field (rugby, football, lacrosse, etc...)
- One international cricket pitch;

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- One water play;
- Accessible junior & senior play areas;
- Basketball court area (full sized courts);
- Lit Tennis Court area;
- A refrigerated ice skating trail (outdoor skating rink); and
- Skateboard facility.

#### Passive Facilities:

- Storm water management and recreational ponds;
- Main pond with aeration fountain and associated stone waterfall;
- Lit vehicular road network;
- Lit pedestrian walkways;
- Parking areas with incorporated bio-retention facilities (Low Impact Development methods);
- Two Field houses that include washrooms, change rooms, storage and concessions;
- One Field house that includes washrooms and a picnic shelter
- Park entrance features;
- An amphitheatre and lawn area;
- A conservatory/arboretum;
- An Off-Leash Dog area;
- Wedding garden area that can accommodate ceremonies;
- Picnic areas with shade shelter(s);
- Woodland gardens with naturalized areas and "Celebration Forest";
- Connection to the, existing and planned, City of Vaughan pedestrian and bicycle network; and,
- A comprehensive signage system that addresses directional & interpretive features.

In addition it has been noted that the inclusion of additional multi use sports fields or field for other field sports like football, rugby and lacrosse is desired based on facility need identified in the "Active Together Master Plan".

The proposed park programming shall allow for a balanced distribution of park facilities and activities for the active and passive areas proposed for sports facilities; active area and play zones; picnic area and areas associated to woodland gardens and naturalization. Based on the facility fit concept presented at the public meeting, the following are the approximate area calculations for the North Maple Regional Park site and shall form the guidelines for facility distribution within the proposed Regional Park:

<b>Proposed Passive and Active Areas</b>	<b>Estimated Hectares</b>	<b>Estimated Percentage</b>
Sports Facility Area	20.25	25 %
Active Area and Play Zone	14.58	18 %
Picnic Area	9.72	12 %
Woodland Gardens and Naturalization (Includes Buffer, setbacks and Landscaped areas)	24.30	30 %
Lands Associated with Public Private Partnership off of Keele Street	12.15	15%
<b>Totals</b>	<b>81 Ha</b>	<b>100%</b>

Note: Lands associated with servicing, structure, vehicular and pedestrian circulation, parking and service buildings are associated with the approximate activity area calculations.

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2. The development and location of vehicular parking shall be designed so that it does not dominate the park space. The use of best practices for parking design and layout will be mandated through the design development process.
3. The requirements for setbacks between sports fields (and lighting) and the residential community to the north will be required to be no less than 30 meters and shall include the necessary landscape buffer treatments, which shall include earth berms and evergreen and deciduous tree planting and associated landscape features to ensure that there are appropriate screening and separation from residential properties.
4. Alternative park facility layout will be permitted within the request for proposals and will be considered. However, facility layout and alignment shall satisfy all City park development standards, construction best practices and shall be developed to fit within the appropriate topography and shall be designed to allow for positive drainage in order to support the proposed location of sports fields, park facilities, pathways, structures, planting and operational and maintenance practices.
5. A traffic study would be required to be completed by the successful proponent for the development proposal, prior to the park's development.

#### **Relationship to Vaughan Vision 2020 / Strategic Plan**

In consideration of the strategic priorities related to Vaughan Vision 2020, the project will provide:

- **STRATEGIC GOAL:**  
Service Excellence - Providing service excellence to citizens.
- **STRATEGIC OBJECTIVES:**  
Pursue Excellence in Service Delivery; and Enhance and Ensure Community Safety, Health and Wellness - To deliver high quality services and to promote health and wellness through design and program.

This report is consistent with the priorities previously set by Council and at this time staff resources have been allocated and are approved.

#### **Regional Implications**

The site is located along Keele Street, which is a Regional road.

#### **Conclusion**

The information collected from the community meeting will be used to form the required basic and desired facilities as noted by the public within the future Regional Park. The comments and concerns documented during the public consultation and subsequent comments have been taken into consideration in forming the terms of the RFP. However, the business case is required to determine the preferred business model to move the North Maple Regional Park Public Private Partnership moves forward and deliver the facilities required and needed.

Parks Development staff will continue to work with Purchasing Services and Legal Services staff on the RFP for the financial advisor. The business case and subsequent report will provide the direction, necessary tools and detailed guidelines for the City to consider when undertaking a Private Public Partnership for the North Maple Regional Park. A further report will be provided to Council in the fall of 2013 with the business case and recommendations for the preferred service delivery model.

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**Attachments**

1. North Maple Regional Park Community Consultation Report, dated March 6, 2013
2. NMRP Community Meeting Presentation, dated January 31 2013

**Report prepared by:**

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(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.)