

**CITY OF VAUGHAN**

**EXTRACT FROM COUNCIL MEETING MINUTES OF APRIL 19, 2017**

Item 1, Report No. 15, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on April 19, 2017.

*Regional Councillor Di Biase declared an interest with respect to this matter, as his children own land in Block 27, adjacent to said property, given to them by their maternal Grandfather, and did not take part in the discussion or vote on the matter.*

**1 NORTH MAPLE REGIONAL PARK UPDATE AND  
AWARD OF TENDER T17-039 – PHASE 1 PARK DEVELOPMENT  
WARD 1**

**The Committee of the Whole (Working Session) recommends:**

- 1) That the recommendation contained in the following report of the Deputy City Manager of Planning & Growth Management, the Chief Corporate Initiatives & Intergovernmental Relations and the Chief Financial Officer & City Treasurer, dated April 10, 2017, be approved;**
- 2) That the following be approved in accordance with Communication C1, from the Deputy City Manager, Planning & Growth Management and the Director of Parks Development, dated April 7, 2017:**
  - 1. That the contract for Part A of Tender T17-039 for North Maple Regional Park Phase 1 construction of two artificial turf fields, roadway, parking and associated works be awarded to Gateman Milloy Inc. in the amount of \$5,906,113.21, plus applicable taxes;**
  - 2. That the contract for Part B of Tender T17-039 North Maple Regional Park Phase 1 construction of the park building, sanitary and water servicing and associated works be held for further consideration as outlined in this report and in consideration of potential impacts to the building location, design and servicing requirements arising from partnership proposals;**
  - 3. That a contingency allowance in the amount of \$590,611.32 plus applicable taxes be approved, within which the Director of Parks Development, or his designate is authorized to approve amendments to the contract;**
  - 4. That a budget amendment to Capital Project PK-6305-15 North Maple Regional Park Phase 1 Construction in the amount of \$700,000 be approved and funded from City-wide Park Development Charges;**
  - 5. That the amounts identified in the above recommendations, including all contingency allowances, applicable taxes and administration recovery be funded from Capital Project PK-6305-15 North Maple Regional Park Phase 1 Construction;**
  - 6. That the inclusion of this matter on a Public Committee or Council agenda with respect to amending the capital budget identified above is deemed sufficient notice pursuant to Section 2(1)(c) of By-Law 394-2002 as amended; and**
  - 7. That the Mayor and City Clerk be authorized to sign the appropriate documents.**
- 3) That the Phase 2 due diligence review consider the results of the previous request for information submissions and include an assessment of potential opportunities for private-sector partners and other sports organizations to assist the implementation and delivery of services to the community for the expanded vision of North Maple Regional Park and integrated park use with Golf Canada; and**

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**4) That the following Communications be received:**

- C2 Mr. Tony Bartolomeo, Vaughan Soccer Club Inc., Keele Street, Maple, dated April 7, 2017; and**  
**C3 Presentation material titled “North Maple Regional Park, Committee of the Whole Working Session”, dated April 10, 2017.**

**Recommendation**

The Deputy City Manager of Planning & Growth Management, the Chief Corporate Initiatives & Intergovernmental Relations and the Chief Financial Officer & City Treasurer, in consultation with the Director of Parks Development, the Deputy City Manager of Legal and Human Resources, the Deputy City Manager of Public Works and the City Manager, recommend:

1. That Committee gives consideration to the recommendations contained within a Communication Item to be provided to the April 10, 2017, Committee of the Whole (Working Session) following completion of the tender process for T17-039 for the contract award of Phase 1 park development at North Maple Regional Park to ensure timely completion of this project in accordance with this term of Council Service Excellence priority;
2. That staff be authorized to negotiate and execute agreement(s) in accordance with the principles outlined in Attachment 4 with Golf Canada (a not-for-profit national sports organization) as necessary to jointly undertake the due diligence required to evaluate the unsolicited proposal submitted by Golf Canada for potential uses of North Maple Regional Park and surrounding open space lands, and report back to Council in Q4 2017;
3. That the City Manager be authorized to award single-source contracts greater than \$100,000 within the approved budget of Capital Project 5961-2-03 for North Maple Regional Park planning and design to procure external support for the necessary due diligence or to reimburse Golf Canada for the City's share of associated costs related to the due diligence; and
4. That the City Clerk circulates this report to the Regional Municipality of York, the City of Toronto, the Toronto and Region Conservation Authority, and relevant Provincial and Federal ministries.

**Contribution to Sustainability**

Green Directions Vaughan embraces a Sustainability First principle and states that sustainability means we make decisions and take actions that ensure a healthy environment, vibrant communities and economic vitality for current and future generations.

The recommendations of this report are consistent with the priorities previously set by Council in Green Directions Vaughan, specifically:

- Objective 2.2 To develop Vaughan as a City with maximum green space and an urban form that supports our expected population growth.
- Objective 2.3 To create a City with sustainable built form.
- Objective 3.1 To develop and sustain a network of sidewalks, paths and trails that supports all modes of non-vehicular transportation.
- Objective 4.1 To foster a City with strong social cohesion, an engaging arts scene, and a clear sense of its culture and heritage.

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#### **Economic Impact**

The results for contract award of Tender T17-039 for Phase 1 park development of North Maple Regional Park (NMRP) and any associated financial implications will be provided in a separate Communication Item prior to Committee of the Whole (Working Session) due to the timing of the procurement process in relation to the print deadline of this report. A site plan of Phase 1 park development is appended as Attachment 1.

Capital funding for both the completion of Phase 1 and the NMRP Master Plan have been previously approved in Capital Project PK-6305-15 and Capital Project 5961-2-03.

An unsolicited proposal has been received by staff from Golf Canada that identifies the potential to accelerate efforts to conduct due diligence on the balance of NMRP and for an expanded set of economic development scenarios for NMRP, including potential funding of the full Phase 2 park build-out. External resources are required to support the necessary due diligence to confirm the magnitude of the benefits and the associated implications of this proposal.

The anticipated costs associated with the due diligence process are estimated to be in the range of \$700,000 to \$1 million and are proposed to be cost-shared with Golf Canada in accordance with the principles in Attachment 4. The City's share of these costs can be accommodated from within approved Capital Project 5961-2-03. Consequently, staff do not anticipate any tax levy requirements related to this work.

The information gathered through the due diligence work with Golf Canada will provide the City with a clearer understanding of these lands and their future potential, including the opportunities with or without the unsolicited proposal. It will provide an overview of the possibilities for the full build-out of NMRP and adjacent lands including potential costs, scope and timing. Staff will report back to Council once it has this information.

#### **Communications Plan**

A communications plan has been developed and deployed for Phase 1 of NMRP. A comprehensive plan will be developed to communicate the results of the due diligence process for the balance of NMRP if the project moves forward as recommended in this report.

#### **Purpose**

This report and the Communication Item to follow will provide Council with an update on the next steps for Phase 1 park development at NMRP and will seek authority to accelerate Phase 2 due diligence in the context of the unsolicited proposal received from Golf Canada.

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

##### ***Synopsis:***

In late 2016, staff were approached confidentially by Golf Canada with an interest in NMRP and surrounding open space lands for an expanded park vision that could be a potential location for the permanent venue for the prestigious Canadian Open Golf Championship and future home of the Golf Canada headquarters. After a search for potential sites across Canada, Golf Canada had short-listed several sites, including NMRP, as a preferred location.

**A key focus for Golf Canada is to make the sport of golf relevant and accessible to Canadians of all ages, abilities and socioeconomic backgrounds to grow the game throughout the country.**

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Its vision for NMRP includes development of an expanded destination park with year-round recreational, cultural and multi-sport facilities, including a public golf course and club house and a Golf Canada Village that would be home to the organization's headquarters and the Canadian Golf Hall of Fame.

Staff engaged in discussions with Golf Canada on the potential alignment between their vision and the City's vision for NMRP and the surrounding open space lands, and to explore their interest, including a site tour with PGA TOUR golf legend and golf course architect Jack Nicklaus. This initial site tour reviewed the suitability of NMRP and surrounding open space lands for an integrated public park, golf course and championship tournament venue. Mr. Nicklaus designed the Glen Abbey Golf Club in Oakville, Ontario which is the current home of Golf Canada and frequent host venue for the Canadian Open. He is interested in assisting Golf Canada with finding a new permanent home for the championship and has offered his company, Nicklaus Design, for preparing preliminary design concepts for the NMRP location.

**In January 2017, Golf Canada submitted a letter to formally confirm its interest in NMRP and surrounding open space lands as the preferred location for an integrated public park and golf course. A copy of the Golf Canada letter and vision is appended as Attachment 2.**

To begin to understand the opportunities and constraints associated with a project of this magnitude on this site, staff engaged the services of Deloitte LLP (Deloitte) to assist with conducting a preliminary assessment and recommendations for the necessary due diligence that would be required prior to bringing the proposal forward for Council's consideration. Groundwater Environmental Management Services Inc. (GEMS) also provided environmental-science based technical and professional advice related to the former landfill sites and natural open space lands. Following initial review, staff, with support from Deloitte and GEMS, agree the proposal from Golf Canada has merit for further consideration and recommend proceeding with the necessary due diligence.

***A summary of staff's preliminary assessment is as follows:***

- 1. Development of the 81-hectare (200-acre) NMRP represents the most ambitious park development project in Vaughan's history with the park envisioned to be a city-wide recreational and cultural destination for both residents and visitors.**

The planning and design of NMRP has been an ongoing City initiative for nearly two decades. The original concept plan for the park was created in 2003, and a revised vision was established in 2013 with input and support from residents and Council. The Council-endorsed vision reflects the community's desire for a balanced approach to park design and development – one that includes park facilities for active and passive uses for all levels of ability, age and interests, and is sensitive to the natural environment. The approach to planning and development of NMRP also aligns with the goals and objectives of the Active Together Master Plan, the City's strategic plan for parks, recreation and libraries.

Not contemplated when the vision for NMRP was established, a major transit hub is now planned in close proximity to the site. The new Kirby GO Station on Kirby Road is one of the 12 approved by the Metrolinx Board in June 2016. It would be a convenient transit option for people travelling to and from the park.

NMRP is envisioned to be a destination where residents and visitors will enjoy a variety of year-round uses. With the tendering process for Phase 1 construction complete, the first stages of this project will begin to take shape.



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- 2. With the City's parks capital development program facing a \$135-million shortfall, the City has struggled to identify adequate alternative funding to realize the full vision for the park within a reasonable timeframe in light of Council's direction not to consider options involving the sale of parkland at this time.**

Phase 1 park development comprises approximately 14 hectares (35 acres) of parkland, leaving the remaining 67 hectares (165 acres) of the NMRP site – 82 per cent of the property – without committed funding or a set timeline for initiating development. Based on the established vision, capital development of NMRP is estimated to cost in excess of \$35 million. Given that all remaining park-related development charge (DC) reserves have been allocated to other park projects across the City, a conventional approach using this funding would require development of NMRP to be phased over many years, with full build-out delayed until at least the 2030s.

Beyond capital funding challenges, park facilities rentals and other anticipated revenue sources will not significantly offset the park's considerable operations and maintenance costs. Identified revenue assumptions for each of the features planned for NMRP are anticipated to range between \$113,000 and \$263,000 per year. However the park's annual operations and maintenance costs are estimated to be \$600,000 to \$1.2 million.

Consideration has been given to the option of partnerships for delivering the full build-out of NMRP. However, previous consultant's studies identified limited opportunities associated with potential public-private-partnerships (PPPs) with no precedent examples of infrastructure PPPs for park projects of the scope and size of NMRP. The consultant studies recommended that alternative approaches be considered including the possible sale of land to fund park development. In 2015, Council requested that staff explore other potential partnership opportunities in lieu of considering the sale of parkland as a first option as a means of accelerating park planning and development on the balance of NMRP.

- 3. The recent unsolicited proposal from Golf Canada may advance the park's completion, with an expanded park vision for a nationally significant public sports, recreation and cultural venue.**

Golf Canada has identified the site, which comprises approximately 364 hectares (900 acres) of publically owned park and open space property – including the former Vaughan Township and Keele Valley landfill sites – as the preferred location for an integrated public park and golf course, which would be the permanent home to the national sporting body and the Canadian Open. A location map of NMRP and surrounding open space lands is appended as Attachment 3.

In discussions with staff, Golf Canada referenced a number of considerations that led to the site being identified as the preferred location, including its high level of public accessibility supported by existing and planned transportation infrastructure, the opportunity to deliver a positive environmental contribution by transforming the former landfills, the City and Region's cultural diversity, and a clear alignment with the City's vision for the NMRP as a year-round destination for a variety of sports, recreational and cultural uses.

In consideration of the inherent risks and opportunities associated with the unsolicited proposal, staff retained consulting services to undertake a preliminary review and provide advice related to its viability and necessary due diligence that should be undertaken before a formal decision is made by the City.

In concert with the consultants' preliminary findings, staff had conducted an environmental scan as part of the Phase 1 and Park Master Plan projects to review environmental constraints and opportunities associated with the use of NMRP and adjacent open space lands, including allowing public access to these lands as identified in the original Maple Valley Plan.

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- 4. Undertaking a comprehensive due diligence assessment is the first step to determining the true value and viability of Golf Canada's proposal and will provide the City with a clearer understanding of these lands and how to fully realize their promise to build a lasting legacy of social, cultural and economic benefits for Vaughan residents.**

The review conducted by Deloitte concluded that the proposal has the potential to provide several benefits beyond those the City would be likely to achieve in its current vision for the park:

- The course and clubhouse facilities would generate revenue from usage fees from Golf Canada for the Canadian Open, membership and green fees from the public, and rental fees for use of the club house facilities. Beyond covering golf course operations and maintenance, these proceeds could potentially be used to fund the capital and operating costs of other components of NMRP.
- The Canadian Open is a world-class event that each year will attract golfers, spectators and volunteers to Vaughan and could help generate significant tourism spending. According to the Sport Information Resource Centre, the 2016 Canadian Open attracted more than 100,000 spectators and generated \$15-20 million in economic impact to the host community and the province.
- Due to hosting the Canadian Open, there is potential that the course would become a tourist destination for golf enthusiasts throughout the season. Similarly, the Golf Canada Village, including a learning centre and potential museum, has the potential to draw visitors from outside the city throughout the year.
- The planned Kirby GO Station would provide an appealing transit option for visitors and residents coming to the park and golf course from across the City and the GTA.
- The relocation of Golf Canada's headquarters and approximately 50 full-time and 30 part-time/seasonal employees to the site would have direct and indirect economic benefits.

**Due diligence efforts will accelerate and support planning for NMRP lands while informing the Golf Canada proposal.**

A report prepared by GEMS recommended the City take the necessary steps to better understand the current conditions on the former Vaughan Township and Keele Valley landfill sites and the anticipated timeframe when the lands may be available for public use. It also noted that a more detailed and planned project design would be required to recommend a specific approach.

**Based on these findings and staff's research, it is recommended the City enters into a Memorandum of Understanding (MOU), Cost-Sharing and/or other appropriate agreement(s) with Golf Canada to jointly conduct further due diligence to explore the expanded vision of an integrated public park and championship golf course, and report back to Council in Q4 2017.**

And agreement based on the guiding principles outlined in Attachment 4 would help ensure both the City and Golf Canada are on the same page regarding key project and due diligence components. It would define the mutual objectives for the project, the currently envisioned partnership model and the scope of the necessary due diligence to understand the benefits and implications of the Golf Canada proposal.

It is recommended that this process includes both a feasibility study and a business case analysis. The feasibility study would include such deliverables as developing a conceptual layout and design for the park facilities, trails, golf course, club house and Golf Canada Village, and undertaking necessary environmental studies, while the business case analysis would include a

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market assessment, an economic impact assessment, financial and project delivery analyses, and a risk assessment. This will allow the City to accelerate planning for future phases of NMRP's development.

Consideration of this project will also require an assessment of opportunities and constraints with existing and planned projects in this area, including meaningful collaboration with adjacent landowners, dialogue with Alectra to determine how its solar panel project may be integrated in the project and co-ordination with York Region with respect to the Teston Road IEA.

**Proceeding with further due diligence of the proposal does not impede the City's ability to move forward with Phase 1 of NMRP's development which includes two artificial turf soccer fields, parking and associated works. A separate Communication Item will be provided to recommend contract award for the completion of Phase 1 works.**

Given the complex environmental, technical, financial and legal considerations of this proposal, due diligence is expected to be in the range of \$700,000 to \$1 million. To ensure that the necessary due diligence leverages work completed by the financial and environmental advisors to date, and in consideration of the time-sensitive and commercially confidential nature of due diligence required on this proposal, staff are recommending that non-competitive procurements be employed to secure external advisors.

#### **Relationship to Term of Council Service Excellence Strategy Map (2014-2018)**

This report is consistent with the priorities established in the updated Term of Council Service Excellence Strategy Map, specifically:

- Invest, renew and manage infrastructure and assets
- Attract investment and create jobs
- Support and promote arts, culture, heritage and sports in the community

#### **Regional Implications**

Phase 1 park development requires York Region involvement as the site is located along Keele Street, a regional road.

The unsolicited proposal from Golf Canada, particularly related to the Canadian Open, has the potential to have nation-wide implications. The City will identify opportunities to work with York Region, the City of Toronto, Toronto and Region Conservation Authority, relevant Provincial ministries and other parties. Co-ordination with the Teston Road Environmental Assessment will also be required.

#### **Conclusion**

As the largest and most ambitious park development project in the City of Vaughan's history, NMRP is envisioned to be a city-wide cultural and recreational destination that features a variety of year-round uses for residents and visitors to enjoy. However, the timing and funding of future development for the majority of the park remain uncertain. Due to significant funding challenges, the completion of the full vision for the park will be delayed until the 2030s based on conventional funding approaches.

A recent unsolicited proposal may hold the answer to accelerating completion of Phase 2 park development, with an expanded vision for a nationally significant public sports, recreation and cultural venue. Golf Canada has identified the site and adjacent open space lands as a preferred location for an integrated public park and golf course, which would become the permanent home to the national sporting organization and the prestigious Canadian Open.

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With support from the findings of preliminary consultants' reports, staff recommend that the next step is for the City to enter into a MOU or other appropriate agreement with Golf Canada to undertake additional due diligence to review the proposal. This would position the City to better understand the magnitude of the benefits and associated challenges of the proposal and support the City's decision-making. The undertaking will give the City a clearer understanding of these lands and how to fully realize their promise to build a lasting legacy of social, cultural and economic benefits for Vaughan residents.

Proceeding with a MOU or similar agreement will not impede the City's ability to move forward with Phase 1 development of NMRP in 2017.

**Attachments**

1. North Maple Regional Park Phase 1 site plan
2. Golf Canada letter and vision document dated Jan. 22, 2017
3. Site location map
4. Memorandum of Understanding guiding principles

**Report 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.)



**CW(WS)CMTEE**  
**COMMUNICATION**

C1

Date: Apr 10/17 ITEM NO. 1

**DATE: APRIL 7, 2017**

**TO: HONOURABLE, MAURIZIO BEVILACQUA, MAYOR & MEMBERS OF COUNCIL**

**FROM: JOHN MACKENZIE – DEPUTY CITY MANAGER, PLANNING & GROWTH MANAGEMENT**  
**JAMIE BRONSEMA – DIRECTOR OF PARKS DEVELOPMENT**

**SUBJECT: COMMUNICATION – COMMITTEE OF THE WHOLE WORKING SESSION MEETING – APRIL 10, 2017**

**REPORT NO. 15, ITEM 1, COMMITTEE OF THE WHOLE WORKING SESSION– APRIL 10, 2017**

**NORTH MAPLE REGIONAL PARK UPDATE AND AWARD OF TENDER T17-039 – PHASE 1 PARK DEVELOPMENT WARD 1**

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**Recommendation**

The Deputy City Manager Planning & Growth Management and the Director of Parks Development, in consultation with the Director of Purchasing Services and the Director of Financial Planning and Development Finance & Deputy City Treasurer recommend:

1. That the contract for Part A of Tender T17-039 for North Maple Regional Park Phase 1 construction of two artificial turf fields, roadway, parking and associated works be awarded to Gateman Milloy Inc. in the amount of \$5,906,113.21, plus applicable taxes;
2. That the contract for Part B of Tender T17-039 North Maple Regional Park Phase 1 construction of the park building, sanitary and water servicing and associated works be held for further consideration as outlined in this report and in consideration of potential impacts to the building location, design and servicing requirements arising from partnership proposals;
3. That a contingency allowance in the amount of \$590,611.32 plus applicable taxes be approved, within which the Director of Parks Development, or his designate is authorized to approve amendments to the contract;
4. That a budget amendment to Capital Project PK-6305-15 North Maple Regional Park Phase 1 Construction in the amount of \$700,000 be approved and funded from City-wide Park Development Charges;
5. That the amounts identified in the above recommendations, including all contingency allowances, applicable taxes and administration recovery be funded from Capital Project PK-6305-15 North Maple Regional Park Phase 1 Construction;
6. That the inclusion of this matter on a Public Committee or Council agenda with respect to amending the capital budget identified above is deemed sufficient notice pursuant to Section 2(1)(c) of By-Law 394-2002 as amended; and

7. That the Mayor and City Clerk be authorized to sign the appropriate documents.

### **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**

Capital Project PK-6305-15 North Maple Regional Park Phase 1 Construction was approved as part of the 2015 budget process and has a total current budget of \$6,286,438. This amount includes a \$200,000 contribution from the Vaughan Soccer Club towards construction of the park building.

Based on the results of Tender T17-039, a capital budget amendment of \$700,000 is required to PK-6305-15 to award Part A for the construction of two artificial turf fields, roadway, parking and associated works. This work is proposed to be funded 100% from the City-wide Park Development Charges Reserve. Closure of several other parks development capital projects where residual amounts were present after work was completed to the satisfaction of the City will return funding to the Parks Development Charges Reserve to help offset the additional funds required. The revised funding mix in the capital project will be 67% Development Charges, 33% non-DC funding, which meets the minimum 10% source from non-DC funds.

<b>Financial Summary PK-6305-15 (North Maple Regional Park Phase 1-Construction)</b>	
Tender Cost T17-039 (excluding HST) Part A	\$5,906,113.21
Add: Contingency (10%)	\$590,611.32
Add: HST (1.76%)*	NA
Add: 3% administration recovery	\$194,901.74
<b>Net Total Costs (Part A)</b>	<b>\$6,691,626.27</b>
<b>PK-6305-15 Budget</b>	<b>\$6,286,438.00</b>
Less:	
Commitment of Vaughan soccer contribution for building	\$200,000.00
Other Commitments/Expenses to Date	\$90,878.00
<b>Current Funds Available</b>	<b>\$5,995,560.00</b>
Less: Net Total Cost (Part A)	<b>\$6,691,626.27</b>
<b>Budget Shortfall</b>	<b>-\$696,066.27</b>
Funding Source: City-wide Park Development Charges	\$700,000.00
<b>Residual balance</b>	<b>\$3,933.73</b>

\*Permitting parks receive a full HST rebate and therefore HST is not included in capital project.

This project is considered moderately high in complexity with a scope that is clearly defined. In accordance with the Contingency Matrix (identified in Appendix 1 of the Capital Project Finance Administration and Reporting Policy), and due to the scale of the project and some unknowns, a contingency allowance of 10% has been identified as an appropriate amount to address any unforeseen work in completing the scope of the project.

Expenses or commitments to date include site preparation works for the Phase 1 work area required to secure required project permits (works are currently in progress), and installation of a park sign along Keele Street.

### **Communications Plan**

Consultation with project stakeholders and local residents is a key component of the Phase 1 park development process. Staff will continue to coordinate with Corporate Communications to develop promotion and marketing initiatives to raise awareness of NMRP. Prior to construction local residents will be informed of commencement of Phase 1 works and the timing and expected duration of the project which is planned to begin June 2017 and be substantially complete by Q3 2018.

Due to their financial contribution towards the park building, Staff discussed with the Vaughan Soccer Club (VSC) the proposed approach of awarding Part A for the construction of the fields, roadway and parking. Staff also discussed with VSC holding off on Part B for the park building while partnership opportunities are explored since the outcome of discussions could impact the location of the building and associated services. VSC was supportive of this approach and indicated that the use of temporary facilities could be an interim solution for providing washroom and changeroom services to the sports fields until a permanent building is constructed. Staff will continue to communicate with VSC as the project progresses to make appropriate arrangements.

Prior to construction, a ground-breaking ceremony for Mayor and Members of Council is proposed to take place to commemorate the start of this highly anticipated Term of Council Service Excellence priority project. Details of this event will be coordinated following Council approval of the contract award.

### **Purpose**

The purpose of this report is to seek Council approval to award the contract for Part A of T17-039 North Maple Regional Park-Phase 1 park development to Gateman Milloy Inc. and to update Council on communications related to this planned Term of Council Priority project.

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

In June 2016 Council authorized staff to implement a three-stage procurement plan for Phase 1 park development at North Maple Regional Park which includes a Request for Prequalification (RFPQ) for General Contractors, RFPQ for Artificial Turf Fields, and Tender for Park Construction. The purpose of undertaking a procurement process of

this nature was to confirm actual project costs by going to the market prior to determining if additional funding or reductions to scope of work is required.

#### RFPQ16-296 for General Contractors

RFPQ16-296 was issued on December 7, 2016 and closed January 9, 2017. Two (2) addendum were issued to clarify questions received from bidders, provide additional information and to extend the closing date. A total of twenty-eight (28) Plan Takers downloaded or picked up the RFPQ documents and seven (7) submissions were received, with three (3) submissions determined to be non-compliant.

An Evaluation Team comprised of staff from Parks Development, Parks Operations and the consultant reviewed the RFPQ submissions. The evaluation process consisted of two phases of scoring including evaluation of submissions and the completion of reference checks. A combined score of 75 points was stipulated in the RFPQ document as the threshold for pre-qualification of General Contractors.

Upon completion of the evaluation process, a total of two (2) General Contractors pre-qualified to bid on T17-039 including Gateman Milloy Inc. and Rutherford Contractors Ltd.

#### RFPQ16-501 for Artificial Turf

RFPQ16-501 Selection of Turf Vendor to Supply and Install two (2) FIFA 1 Star or Quality Artificial Turf Surfaces at North Maple Regional Park Phase 1 was advertised on City of Vaughan Bidding Website-Vaughan Bids & Tenders, Biddingo, and Ontario Public Buyers Association's Website on December 22, 2016 and closed on January 13, 2017. One (1) addendum was issued to respond to the questions received. A total of 10 Plan Takers registered for this RFPQ, and three (3) compliant submissions were received.

An Evaluation Committee comprised of staff from Parks Operations and Parks Development, along with the City's consultant provided evaluations based upon RFPQ criteria.

Upon completion of the evaluation process, the highest scoring Proponent was Centaur Products Inc. and the specifications of their submission were incorporated into T17-039 in accordance with the terms of the RFPQ.

#### T17-039 NMRP Phase 1 Construction

Following the RFPQ16-296 process, Tender T17-039 was made available to pre-qualified contractors on March 2, 2017. A mandatory bidders meeting was held on March 6, 2017 with representatives from both of the pre-qualified contractors in attendance. A total of six (6) addendum were issued to clarify questions received from bidders, provide additional information and to extend the closing deadline to April 3, 2017.



Two (2) compliant bids were received from the pre-qualified contractors as follows:

CONTRACTOR	PART A	PART B	TOTAL EXCLUDING H.S.T.
Gateman Milloy Inc.	\$5,906,113.21	\$2,833,741.50	\$8,739,854.71
Rutherford Contractors Ltd.	\$6,264,601.57*	\$2,890,006.60	\$9,154,608.17

\* Minor arithmetic corrections

The bid form for T17-039 was structured into two main components to allow the City flexibility to award all or part of each component. The two components include Part A for construction of two artificial turf fields, roadway, parking and associated works and Part B for construction of the park building, sanitary and water servicing and associated works. A summary of the each component is as follows:

Part A – Two Artificial Turf Fields, Roadway, Parking and Associated Works

Construction of Part A components include:

- mobilization and site protection
- site grading, cut and fill
- installation of artificial turf fields, lighting, drainage, foundations, fencing and furnishings
- construction of the roadway, parking and lighting
- installation of electrical servicing and storm water drainage
- installation of site signage and site furnishings
- landscape planting and restoration works

The total bid cost for completion of Part A works is \$5,906,113.21.

A bid analysis completed by City staff and the project consultant determined bid prices to be reflective of industry market costs for the proposed construction works. It should be noted that costs are higher than originally estimated by Staff primarily due to the additional volume of cut and fill required to meet project grading requirements including buffering and additional planting requested during the community consultation process, as well as the requirement to provide a concrete-encased duct bank for the electrical servicing which was not originally anticipated. In addition, costs for the artificial turf component were slightly higher than originally estimated, but through the RFPQ process staff confirmed bid costs for completion of these fields to the specified quality, and with relatively lower maintenance and lifecycle costs, will provide the City good value over the life of the fields and lower future replacement costs. Completion of these works is integral to the overall project and modification or reduction of these works is not proposed.

Accordingly, Staff recommend proceeding with contract award of Part A works based on the low-bid results.

Project timing for Part A works is planned as follows:

- Contract Award (April 2017)
- Ground-breaking (May 2017)
- Construction Start (June 2017)
- Substantial Completion (Q3 2018)

#### Part B – Park Building, Sanitary and Water Servicing and Associated Works

Construction of Part B components include:

- mobilization and site protection
- site preparation, removals and foundations
- installation of sanitary and water servicing
- building construction, mechanical and electrical systems
- construction of hard-surface seating areas and site furnishings
- landscape planting and restoration works

The total bid cost for completion of Part B works is \$2,833,741.50.

A bid analysis completed by City staff and the project consultant determined bid prices to be higher than anticipated for the building component. In June 2016 Council provided direction on the level of design and budget envelope for the park building at a cost of up to \$300 per square foot. Design plans were prepared according to this level of service. However, several changes were made through the design process including additional space requirements based on Building Code requirements and comments from the Accessibility Advisory Committee. The changes include the provision of as many accessible features as possible including hands-free components and safety features that slightly increased building size and components, and the installation of a shade canopy in order to provide additional space for sun shelter considering the location of the park building within the 200 acre site. Based on a review of bid prices, the approximate cost of the park building is \$400 per square foot, including the cost of additional features described above.

Staff recommend deferring the award of Part B at this time in order to undertake further review of bid prices and to undertake a value-engineering exercise to seek opportunities for lowering the overall cost of the park building and associated works. This review is proposed to occur in parallel with the proposed due diligence work and report back to Council in Q4 2017.

#### Relationship to Term of Council Service Excellence Strategic Map (2014-2018)

This report is consistent with the priorities established in the updated Term of Council Service Excellence Strategy Map, specifically:

- Continue to cultivate an environmentally sustainable City; and
- Support and promote arts, culture, heritage and sports in the community.

### **Regional Implications**

Implementation of the NMRP plan will require York Region involvement related to the location of the proposed driveway entrance and site servicing connections to infrastructure at Keele Street.

### **Conclusion**

The lowest bidding, pre-qualified contractor is deemed to meet the requirements of the tender. Upon approval of additional funding to be added to Capital Project PK-6305-15 staff recommend that the contract for Part A of Tender T17-039 for North Maple Regional Park Phase 1 construction be awarded to Gateman Milloy Inc. in the amount of \$5,906,113.21 plus applicable taxes, contingency allowance and administration recovery.

Following Council approval, Staff will work with Corporate Communications to publicize the commencement of construction on this important Term of Council Service Excellence priority project.

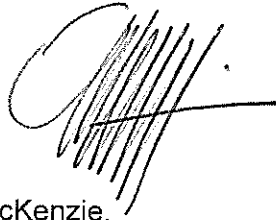
### **Attachment**

1. North Maple Regional Park Phase 1 site plan

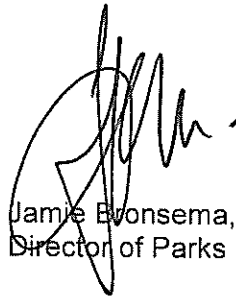
### **Report prepared by:**

Melanie Morris, Manager, Parks Development & Construction, Ext. 8058  
Brett Lucyk, Project Manager, Ext. 8099

Respectfully submitted,



John MacKenzie,  
Deputy City Manager  
Planning & Growth Management



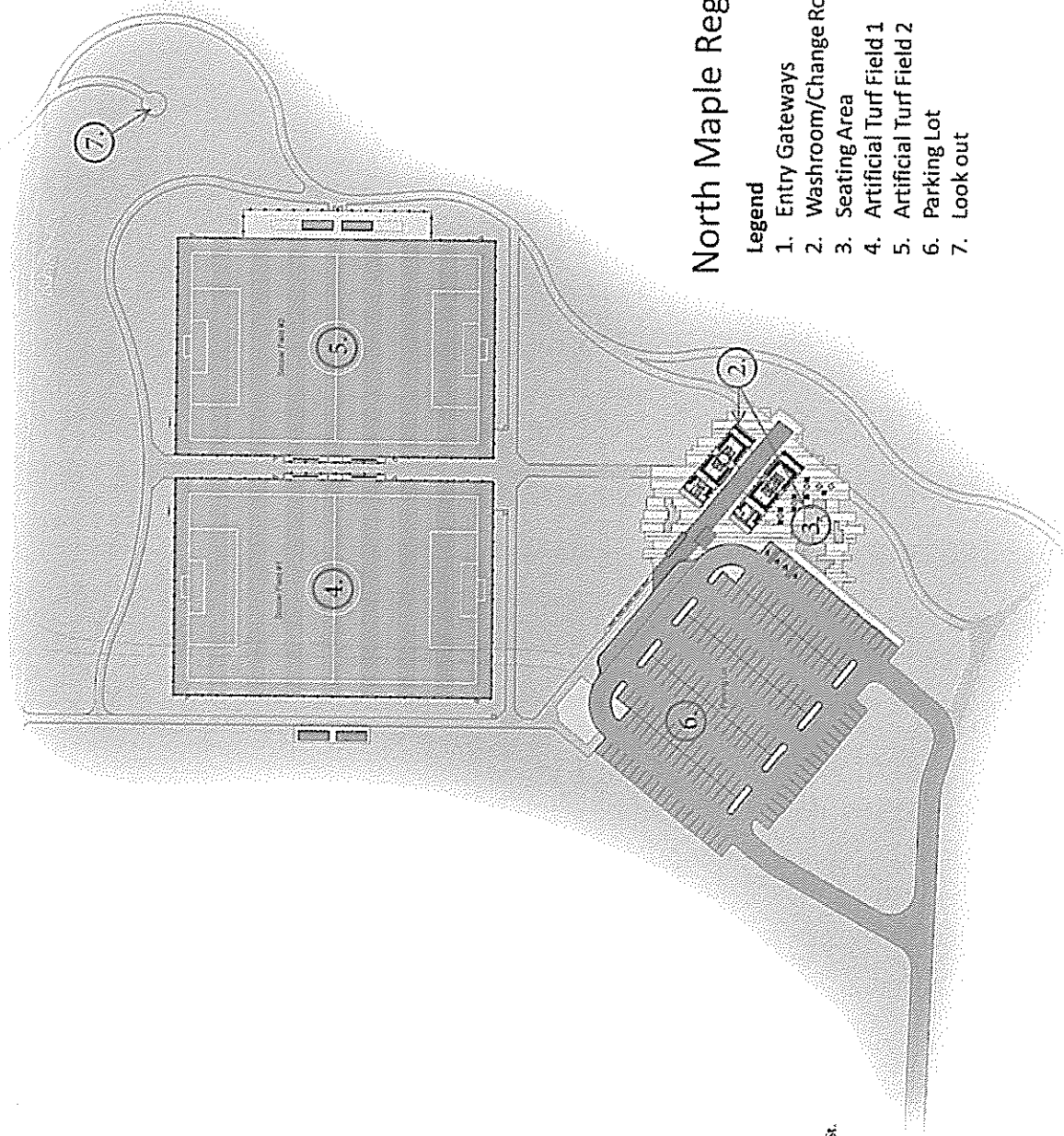
Jamie Bronsema,  
Director of Parks Development

Copy to: Daniel Kostopoulos, City Manager  
Barbara McEwan, City Clerk

# North Maple Regional Park Phase 1

## Legend

1. Entry Gateways
2. Washroom/Change Rooms
3. Seating Area
4. Artificial Turf Field 1
5. Artificial Turf Field 2
6. Parking Lot
7. Look out



To Keele St.





## VAUGHAN SOCCER CLUB INC.

PO Box 852, 11151 Keele St., Maple, ON, L6A 1S8

T. 905.832.0911 F. 905.832.0624

www.vaughansoccer.com

Friday, April 7, 2017

Good afternoon Members of Council and Staff

<u>C 2</u> COMMUNICATION CW (WS) Apr 10/17 ITEM - <u>1</u>
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The Vaughan Soccer Club is very pleased and excited to hear that Phase 1 of North Maple Park is going to continue as planned; with no delays for the 2 fields anticipated. The club's understanding is that the only delay will be for the construction of the building of change rooms and bathrooms. This delay will be dependent on Golf Canada Canada's extensive studies and planning. In the meantime we are favorable with temporary building/change rooms/ bathroom facilities that can accommodate our members.

The Vaughan Soccer Club is also very supportive of Golf Canada's proposal to build a golf center that does not interfere with North Maple Park. In fact we feel it would be a great addition to the site.

Tony Bartolomeo

C/O Vaughan Soccer Club

C 3

<u>C 3</u>
COMMUNICATION
CW (ws) April 10/17
ITEM - <u>1</u>

# North Maple Regional Park

## Committee of the Whole Working Session

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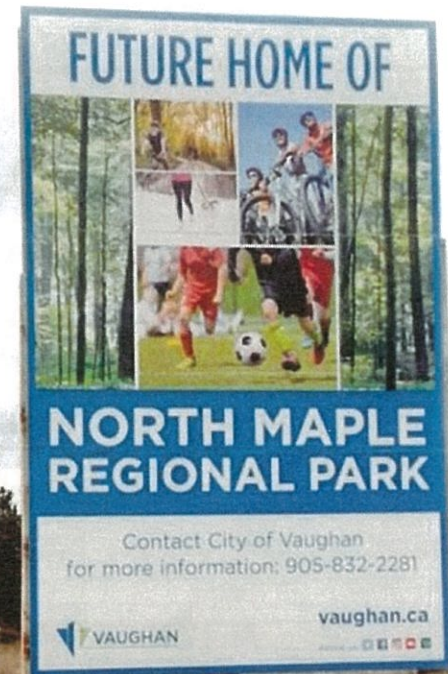
April 10, 2017





## Purpose

- Award of Phase 1 construction
- Overview partnership opportunity with Golf Canada
- Advance due diligence for Phase 2





## NORTH MAPLE REGIONAL PARK



3

*Most Ambitious Park Development Project in Vaughan's History*



# Phase 1 Park Development

## Phase 1 Park Development

- Term of Council Service Excellence priority project for 2014-2018
- 2015 Budget approval
- 2016 Procurement process
- 2017 Contract award
- 2018 Park opening



## T17-039 (Part A)

- Two artificial turf fields
- Roadway and parking
- Spectator seating
- Trails and lookout area
- Lighting and signage
- Landscape planting
- Tender cost of \$5.9M



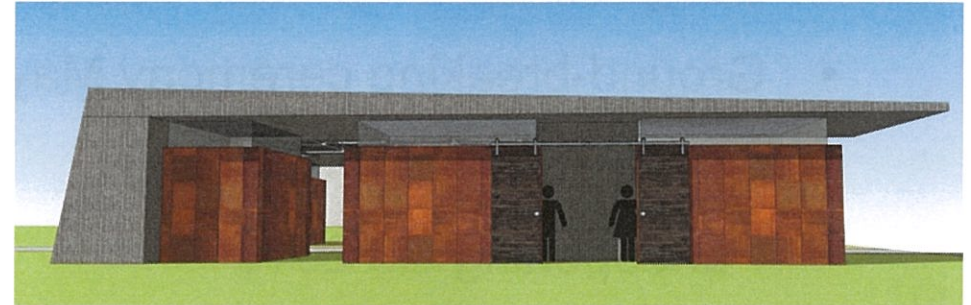
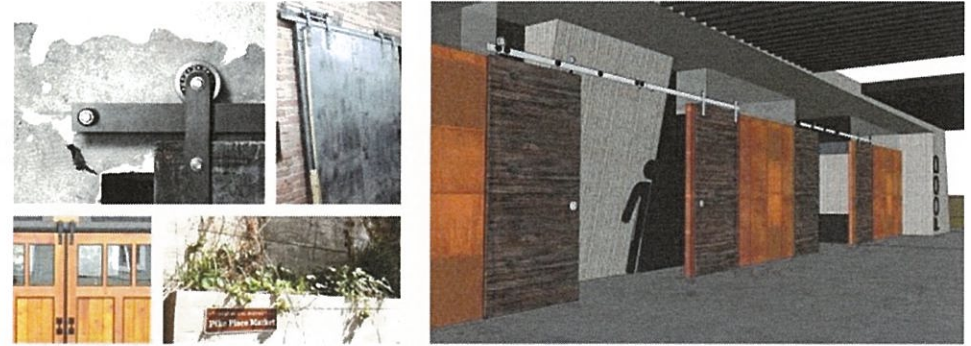
Field wayfinding plinths





## T17-039 (Part B)

- Park building
- Sanitary and water servicing
- Seating areas
- Landscape planting
- Tender cost of \$2.8M



## Recommendations & Next Steps

- Budget amendment and contract award for Part A
- Ground-breaking ceremony May 2017
- Construction start June 2017
- Park opening Q3 2018
- Defer decision for Part B

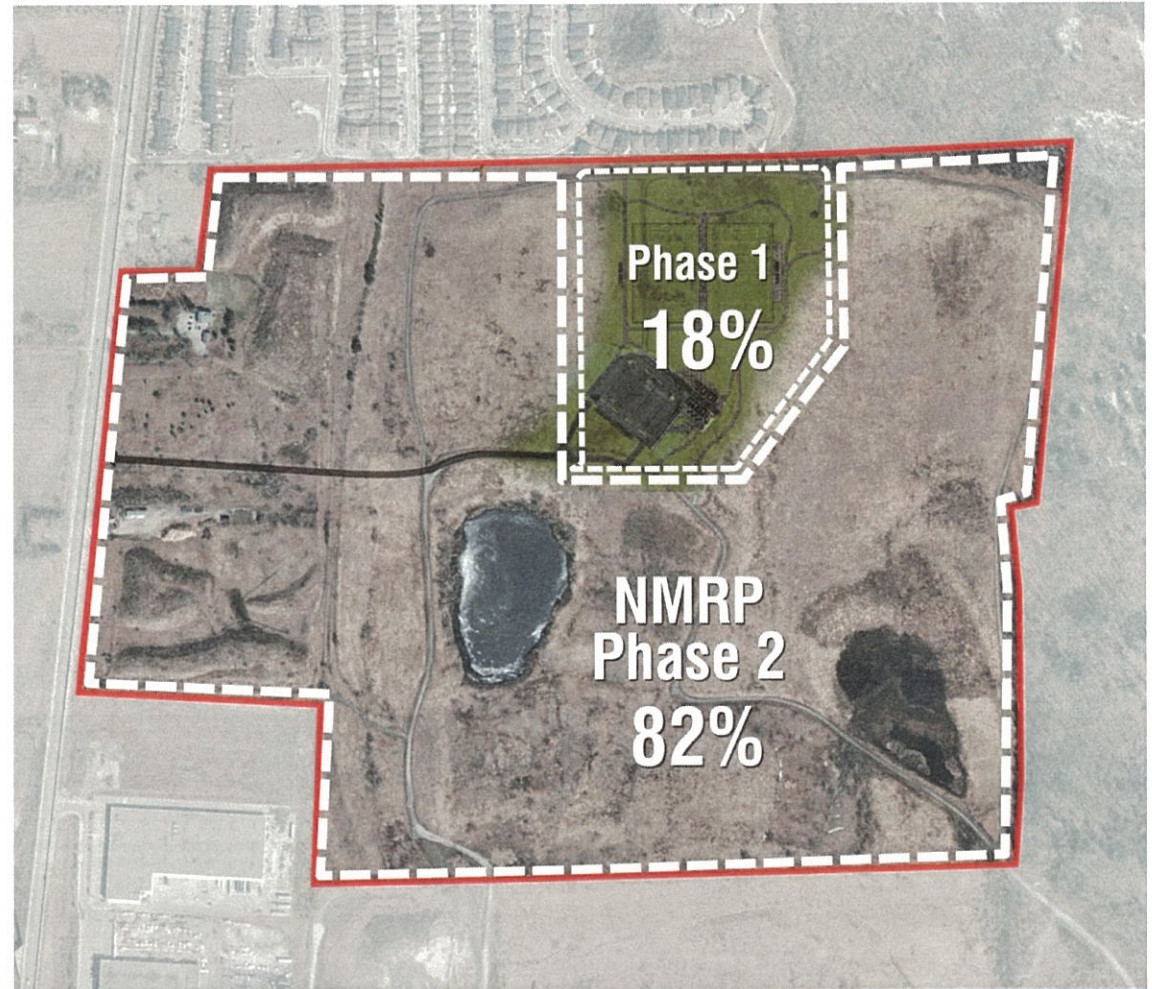


# **Moving Forward Phase 2 Due Diligence**



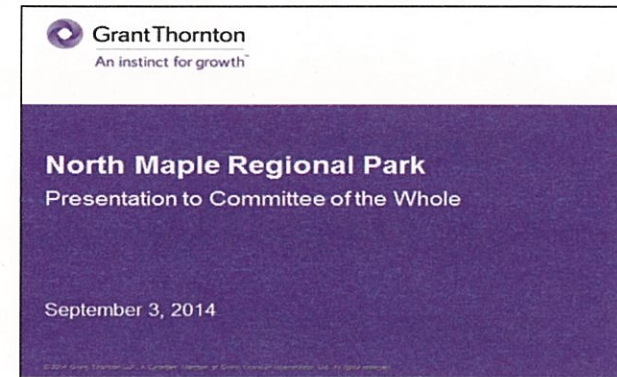
## Development of Phase 2 Remains Uncertain

- No committed funding or timeline for completion
- \$135M DC Funding shortfall
- Delay to mid-2030's
- Limited operating revenues



## Persistent Funding Challenges

- 2014 Grant Thornton Study
- No examples of infrastructure PPP's for park projects
- Limited opportunities for other PPP's based on traditional park revenues
- Consider sale of parkland
- Council direction to explore other partnerships rather than sale of parkland





## Persistent Funding Challenges (cont'd)

- 2015 Council direction to undertake process for Public-Private-Partnerships
- RFI15-500 no viable partnership opportunities
- Park Master Plan process
- Report back in 2017 (we are here)





## **Unsolicited Proposal from Golf Canada**

*For a Nationally Significant Public Sports,  
Recreation and Cultural Venue*

## Golf Canada - Background

- Not-for-profit National Sports Organization
- Member of Canadian Olympic Committee
- Local, Provincial and National initiatives
  - Athlete development
  - Youth programs
  - Golf Fore the Cure
  - Hall of Fame and Museum
  - National Junior Golf Program
  - Men's and Women's Open Championships





## Golf Canada – Integrated Park Vision

- Publicly accessible
- Multisport recreation & cultural destination
- World-class golf centre with 18-hole Championship Course
- Golf Canada Village, Headquarters and Hall of Fame



## Alignment with City Vision

	City Vision	Golf Canada Vision
Major recreation and cultural destination	✓	✓
Active and passive uses	✓	✓
All ages, abilities and socio-economic backgrounds	✓	✓
Celebrates the environment	✓	✓
Year-round activities	✓	✓
Public Not-for-profit	✓	✓
Community Partnerships	✓	✓

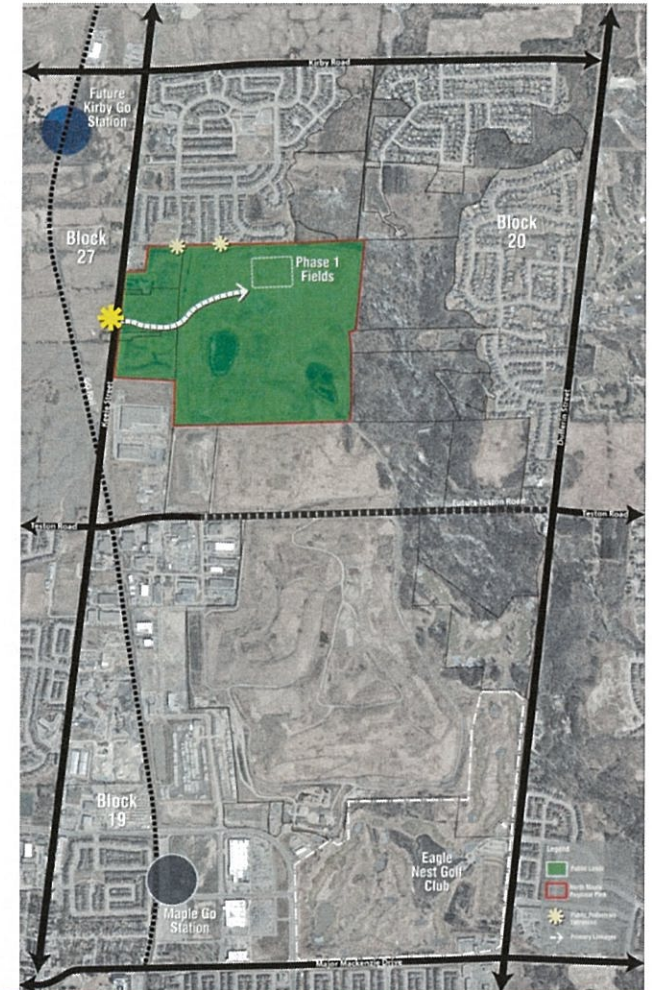


## NMRP Vision

# 200 Acres

- Sports fields
- Ball diamonds
- Cricket pitch
- Tennis courts
- Basketball
- Playgrounds
- Waterplay
- Skate park
- Picnic areas
- Nature trails
- Woodland gardens

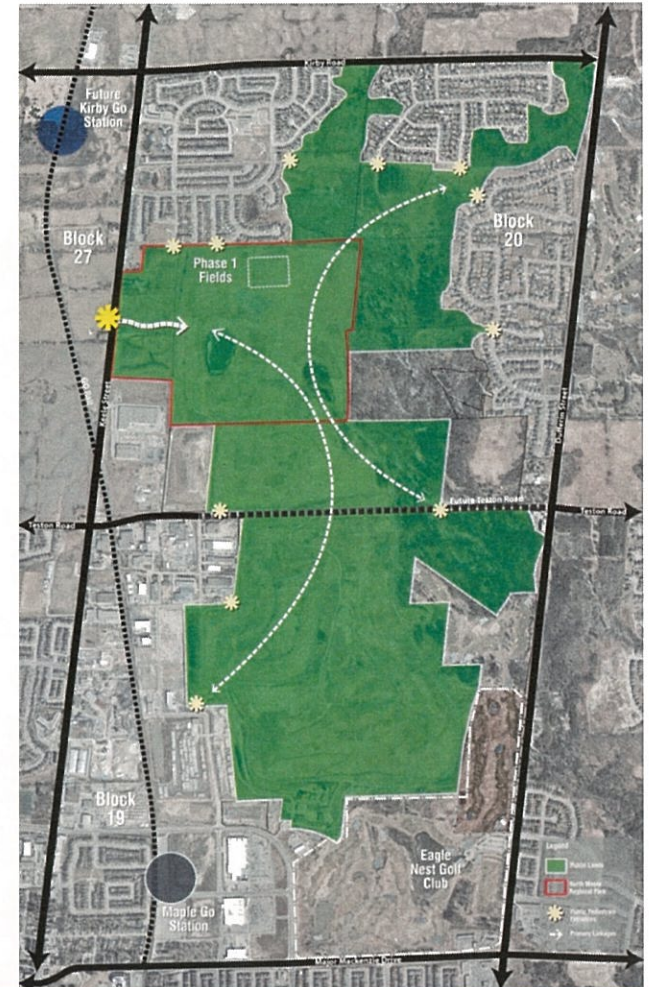
17



# Integrated Park Vision

## 900 Acres

- Sports fields
- Ball diamonds
- Cricket pitch
- Tennis courts
- Basketball
- Playgrounds
- Waterplay
- Skate park
- Picnic areas
- Nature trails
- Woodland gardens
- Golf course
- Training facility
- Golf Canada Village
- Hall of Fame & Museum
- Shops, services
- Indoor recreation
- Expanded trail network
- Events and programs
- And more



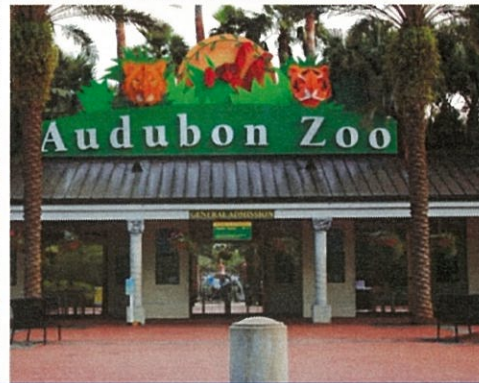
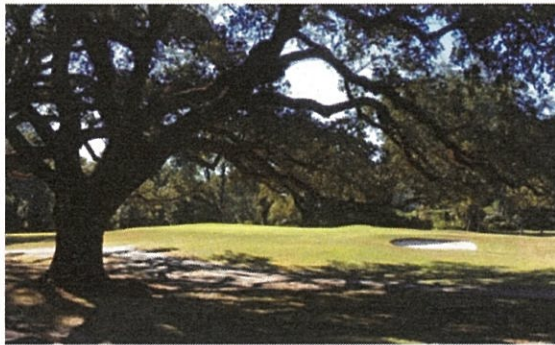
# Integrated Park Examples





## Audubon Park New Orleans

20





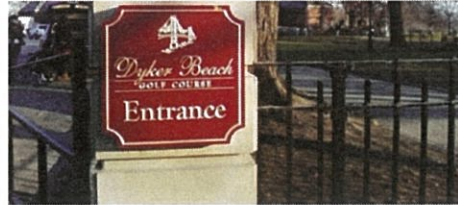


## Bethpage State Park New York

21







## Dyker Beach Park New York

22





## Preliminary Assessment of Integrated Park Concept

- Canadian Open - 100,000 spectators and \$15-20M economic activity
- Leverages provincial investment in transit with Kirby GO Station
- New funding opportunities and employment benefits
- Environmental benefits – *Canada's largest landfill into Canada's legacy*



## Phase 2 Due Diligence

### Feasibility study:

- Conceptual layout and design
- Environmental studies
- Regulatory and Legal requirements

### Business case:

- Market assessment
- Economic impact study
- Financial analysis
- Project delivery options

### Estimated Cost:

- \$700k to \$1M
- Cost-sharing arrangement with Golf Canada based on Guiding Principles

*Undertaking Due Diligence helps  
advance Phase 2 park  
development*

## Next Steps & Recommendations

- Proceed with Phase 1 (Part A)
- Undertake due diligence with Golf Canada
- Report back in Q4 2017



**NORTH MAPLE REGIONAL PARK UPDATE AND  
AWARD OF TENDER T17-039 – PHASE 1 PARK DEVELOPMENT  
WARD 1****Recommendation**

The Deputy City Manager of Planning & Growth Management, the Chief Corporate Initiatives & Intergovernmental Relations and the Chief Financial Officer & City Treasurer, in consultation with the Director of Parks Development, the Deputy City Manager of Legal and Human Resources, the Deputy City Manager of Public Works and the City Manager, recommend:

1. That Committee gives consideration to the recommendations contained within a Communication Item to be provided to the April 10, 2017, Committee of the Whole (Working Session) following completion of the tender process for T17-039 for the contract award of Phase 1 park development at North Maple Regional Park to ensure timely completion of this project in accordance with this term of Council Service Excellence priority;
2. That staff be authorized to negotiate and execute agreement(s) in accordance with the principles outlined in Attachment 4 with Golf Canada (a not-for-profit national sports organization) as necessary to jointly undertake the due diligence required to evaluate the unsolicited proposal submitted by Golf Canada for potential uses of North Maple Regional Park and surrounding open space lands, and report back to Council in Q4 2017;
3. That the City Manager be authorized to award single-source contracts greater than \$100,000 within the approved budget of Capital Project 5961-2-03 for North Maple Regional Park planning and design to procure external support for the necessary due diligence or to reimburse Golf Canada for the City's share of associated costs related to the due diligence; and
4. That the City Clerk circulates this report to the Regional Municipality of York, the City of Toronto, the Toronto and Region Conservation Authority, and relevant Provincial and Federal ministries.

**Contribution to Sustainability**

Green Directions Vaughan embraces a Sustainability First principle and states that sustainability means we make decisions and take actions that ensure a healthy environment, vibrant communities and economic vitality for current and future generations.

The recommendations of this report are consistent with the priorities previously set by Council in Green Directions Vaughan, specifically:

- |               |  |
|---------------|--|
| Objective 2.2 | To develop Vaughan as a City with maximum green space and an urban form that supports our expected population growth.    |
| Objective 2.3 | To create a City with sustainable built form.  |
| Objective 3.1 | To develop and sustain a network of sidewalks, paths and trails that supports all modes of non-vehicular transportation. |
| Objective 4.1 | To foster a City with strong social cohesion, an engaging arts scene, and a clear sense of its culture and heritage.     |



## **Economic Impact**

The results for contract award of Tender T17-039 for Phase 1 park development of North Maple Regional Park (NMRP) and any associated financial implications will be provided in a separate Communication Item prior to Committee of the Whole (Working Session) due to the timing of the procurement process in relation to the print deadline of this report. A site plan of Phase 1 park development is appended as Attachment 1.

Capital funding for both the completion of Phase 1 and the NMRP Master Plan have been previously approved in Capital Project PK-6305-15 and Capital Project 5961-2-03.

An unsolicited proposal has been received by staff from Golf Canada that identifies the potential to accelerate efforts to conduct due diligence on the balance of NMRP and for an expanded set of economic development scenarios for NMRP, including potential funding of the full Phase 2 park build-out. External resources are required to support the necessary due diligence to confirm the magnitude of the benefits and the associated implications of this proposal.

The anticipated costs associated with the due diligence process are estimated to be in the range of \$700,000 to \$1 million and are proposed to be cost-shared with Golf Canada in accordance with the principles in Attachment 4. The City's share of these costs can be accommodated from within approved Capital Project 5961-2-03. Consequently, staff do not anticipate any tax levy requirements related to this work.

The information gathered through the due diligence work with Golf Canada will provide the City with a clearer understanding of these lands and their future potential, including the opportunities with or without the unsolicited proposal. It will provide an overview of the possibilities for the full build-out of NMRP and adjacent lands including potential costs, scope and timing. Staff will report back to Council once it has this information.

## **Communications Plan**

A communications plan has been developed and deployed for Phase 1 of NMRP. A comprehensive plan will be developed to communicate the results of the due diligence process for the balance of NMRP if the project moves forward as recommended in this report.

## **Purpose**

This report and the Communication Item to follow will provide Council with an update on the next steps for Phase 1 park development at NMRP and will seek authority to accelerate Phase 2 due diligence in the context of the unsolicited proposal received from Golf Canada.

## **Background - Analysis and Options**

### ***Synopsis:***

In late 2016, staff were approached confidentially by Golf Canada with an interest in NMRP and surrounding open space lands for an expanded park vision that could be a potential location for the permanent venue for the prestigious Canadian Open Golf Championship and future home of the Golf Canada headquarters. After a search for potential sites across Canada, Golf Canada had short-listed several sites, including NMRP, as a preferred location.

**A key focus for Golf Canada is to make the sport of golf relevant and accessible to Canadians of all ages, abilities and socioeconomic backgrounds to grow the game throughout the country.**

Its vision for NMRP includes development of an expanded destination park with year-round recreational, cultural and multi-sport facilities, including a public golf course and club house and a Golf Canada Village that would be home to the organization's headquarters and the Canadian Golf Hall of Fame.

Staff engaged in discussions with Golf Canada on the potential alignment between their vision and the City's vision for NMRP and the surrounding open space lands, and to explore their interest, including a site tour with PGA TOUR golf legend and golf course architect Jack Nicklaus. This initial site tour reviewed the suitability of NMRP and surrounding open space lands for an integrated public park, golf course and championship tournament venue. Mr. Nicklaus designed the Glen Abbey Golf Club in Oakville, Ontario which is the current home of Golf Canada and frequent host venue for the Canadian Open. He is interested in assisting Golf Canada with finding a new permanent home for the championship and has offered his company, Nicklaus Design, for preparing preliminary design concepts for the NMRP location.

**In January 2017, Golf Canada submitted a letter to formally confirm its interest in NMRP and surrounding open space lands as the preferred location for an integrated public park and golf course. A copy of the Golf Canada letter and vision is appended as Attachment 2.**

To begin to understand the opportunities and constraints associated with a project of this magnitude on this site, staff engaged the services of Deloitte LLP (Deloitte) to assist with conducting a preliminary assessment and recommendations for the necessary due diligence that would be required prior to bringing the proposal forward for Council's consideration. Groundwater Environmental Management Services Inc. (GEMS) also provided environmental-science based technical and professional advice related to the former landfill sites and natural open space lands. Following initial review, staff, with support from Deloitte and GEMS, agree the proposal from Golf Canada has merit for further consideration and recommend proceeding with the necessary due diligence.

***A summary of staff's preliminary assessment is as follows:***

- 1. Development of the 81-hectare (200-acre) NMRP represents the most ambitious park development project in Vaughan's history with the park envisioned to be a city-wide recreational and cultural destination for both residents and visitors.**

The planning and design of NMRP has been an ongoing City initiative for nearly two decades. The original concept plan for the park was created in 2003, and a revised vision was established in 2013 with input and support from residents and Council. The Council-endorsed vision reflects the community's desire for a balanced approach to park design and development – one that includes park facilities for active and passive uses for all levels of ability, age and interests, and is sensitive to the natural environment. The approach to planning and development of NMRP also aligns with the goals and objectives of the Active Together Master Plan, the City's strategic plan for parks, recreation and libraries.

Not contemplated when the vision for NMRP was established, a major transit hub is now planned in close proximity to the site. The new Kirby GO Station on Kirby Road is one of the 12 approved by the Metrolinx Board in June 2016. It would be a convenient transit option for people travelling to and from the park.

NMRP is envisioned to be a destination where residents and visitors will enjoy a variety of year-round uses. With the tendering process for Phase 1 construction complete, the first stages of this project will begin to take shape.

- 2. With the City's parks capital development program facing a \$135-million shortfall, the City has struggled to identify adequate alternative funding to realize the full vision for the park within a reasonable timeframe in light of Council's direction not to consider options involving the sale of parkland at this time.**

Phase 1 park development comprises approximately 14 hectares (35 acres) of parkland, leaving the remaining 67 hectares (165 acres) of the NMRP site – 82 per cent of the property – without committed funding or a set timeline for initiating development. Based on the established vision, capital development of NMRP is estimated to cost in excess of \$35 million. Given that all remaining park-related development charge (DC) reserves have been allocated to other park projects across the City, a conventional approach using this funding would require development of NMRP to be phased over many years, with full build-out delayed until at least the 2030s.

Beyond capital funding challenges, park facilities rentals and other anticipated revenue sources will not significantly offset the park's considerable operations and maintenance costs. Identified revenue assumptions for each of the features planned for NMRP are anticipated to range between \$113,000 and \$263,000 per year. However the park's annual operations and maintenance costs are estimated to be \$600,000 to \$1.2 million.

Consideration has been given to the option of partnerships for delivering the full build-out of NMRP. However, previous consultant's studies identified limited opportunities associated with potential public-private-partnerships (PPPs) with no precedent examples of infrastructure PPPs for park projects of the scope and size of NMRP. The consultant studies recommended that alternative approaches be considered including the possible sale of land to fund park development. In 2015, Council requested that staff explore other potential partnership opportunities in lieu of considering the sale of parkland as a first option as a means of accelerating park planning and development on the balance of NMRP.

**3. The recent unsolicited proposal from Golf Canada may advance the park's completion, with an expanded park vision for a nationally significant public sports, recreation and cultural venue.**

Golf Canada has identified the site, which comprises approximately 364 hectares (900 acres) of publically owned park and open space property – including the former Vaughan Township and Keele Valley landfill sites – as the preferred location for an integrated public park and golf course, which would be the permanent home to the national sporting body and the Canadian Open. A location map of NMRP and surrounding open space lands is appended as Attachment 3.

In discussions with staff, Golf Canada referenced a number of considerations that led to the site being identified as the preferred location, including its high level of public accessibility supported by existing and planned transportation infrastructure, the opportunity to deliver a positive environmental contribution by transforming the former landfills, the City and Region's cultural diversity, and a clear alignment with the City's vision for the NMRP as a year-round destination for a variety of sports, recreational and cultural uses.

In consideration of the inherent risks and opportunities associated with the unsolicited proposal, staff retained consulting services to undertake a preliminary review and provide advice related to its viability and necessary due diligence that should be undertaken before a formal decision is made by the City.

In concert with the consultants' preliminary findings, staff had conducted an environmental scan as part of the Phase 1 and Park Master Plan projects to review environmental constraints and opportunities associated with the use of NMRP and adjacent open space lands, including allowing public access to these lands as identified in the original Maple Valley Plan.

**4. Undertaking a comprehensive due diligence assessment is the first step to determining the true value and viability of Golf Canada's proposal and will provide the City with a clearer understanding of these lands and how to fully realize their promise to build a lasting legacy of social, cultural and economic benefits for Vaughan residents.**

The review conducted by Deloitte concluded that the proposal has the potential to provide several benefits beyond those the City would be likely to achieve in its current vision for the park:

- The course and clubhouse facilities would generate revenue from usage fees from Golf Canada for the Canadian Open, membership and green fees from the public, and rental fees for use of the club house facilities. Beyond covering golf course operations and maintenance, these proceeds could potentially be used to fund the capital and operating costs of other components of NMRP.
- The Canadian Open is a world-class event that each year will attract golfers, spectators and volunteers to Vaughan and could help generate significant tourism spending. According to the Sport Information Resource Centre, the 2016 Canadian Open attracted more than 100,000 spectators and generated \$15-20 million in economic impact to the host community and the province.
- Due to hosting the Canadian Open, there is potential that the course would become a tourist destination for golf enthusiasts throughout the season. Similarly, the Golf Canada Village, including a learning centre and potential museum, has the potential to draw visitors from outside the city throughout the year.
- The planned Kirby GO Station would provide an appealing transit option for visitors and residents coming to the park and golf course from across the City and the GTA.
- The relocation of Golf Canada's headquarters and approximately 50 full-time and 30 part-time/seasonal employees to the site would have direct and indirect economic benefits.

**Due diligence efforts will accelerate and support planning for NMRP lands while informing the Golf Canada proposal.**

A report prepared by GEMS recommended the City take the necessary steps to better understand the current conditions on the former Vaughan Township and Keele Valley landfill sites and the anticipated timeframe when the lands may be available for public use. It also noted that a more detailed and planned project design would be required to recommend a specific approach.

**Based on these findings and staff's research, it is recommended the City enters into a Memorandum of Understanding (MOU), Cost-Sharing and/or other appropriate agreement(s) with Golf Canada to jointly conduct further due diligence to explore the expanded vision of an integrated public park and championship golf course, and report back to Council in Q4 2017.**

And agreement based on the guiding principles outlined in Attachment 4 would help ensure both the City and Golf Canada are on the same page regarding key project and due diligence components. It would define the mutual objectives for the project, the currently envisioned partnership model and the scope of the necessary due diligence to understand the benefits and implications of the Golf Canada proposal.

It is recommended that this process includes both a feasibility study and a business case analysis. The feasibility study would include such deliverables as developing a conceptual layout and design for the park facilities, trails, golf course, club house and Golf Canada Village, and undertaking necessary environmental studies, while the business case analysis would include a market assessment, an economic impact assessment, financial and project delivery analyses, and a risk assessment. This will allow the City to accelerate planning for future phases of NMRP's development.

Consideration of this project will also require an assessment of opportunities and constraints with existing and planned projects in this area, including meaningful collaboration with adjacent landowners, dialogue with Alectra to determine how its solar panel project may be integrated in the project and co-ordination with York Region with respect to the Teston Road IEA.

**Proceeding with further due diligence of the proposal does not impede the City's ability to move forward with Phase 1 of NMRP's development which includes two artificial turf**

**soccer fields, parking and associated works. A separate Communication Item will be provided to recommend contract award for the completion of Phase 1 works.**

Given the complex environmental, technical, financial and legal considerations of this proposal, due diligence is expected to be in the range of \$700,000 to \$1 million. To ensure that the necessary due diligence leverages work completed by the financial and environmental advisors to date, and in consideration of the time-sensitive and commercially confidential nature of due diligence required on this proposal, staff are recommending that non-competitive procurements be employed to secure external advisors.

### **Relationship to Term of Council Service Excellence Strategy Map (2014-2018)**

This report is consistent with the priorities established in the updated Term of Council Service Excellence Strategy Map, specifically:

- Invest, renew and manage infrastructure and assets
- Attract investment and create jobs
- Support and promote arts, culture, heritage and sports in the community

### **Regional Implications**

Phase 1 park development requires York Region involvement as the site is located along Keele Street, a regional road.

The unsolicited proposal from Golf Canada, particularly related to the Canadian Open, has the potential to have nation-wide implications. The City will identify opportunities to work with York Region, the City of Toronto, Toronto and Region Conservation Authority, relevant Provincial ministries and other parties. Co-ordination with the Teston Road Environmental Assessment will also be required.

### **Conclusion**

As the largest and most ambitious park development project in the City of Vaughan's history, NMRP is envisioned to be a city-wide cultural and recreational destination that features a variety of year-round uses for residents and visitors to enjoy. However, the timing and funding of future development for the majority of the park remain uncertain. Due to significant funding challenges, the completion of the full vision for the park will be delayed until the 2030s based on conventional funding approaches.

A recent unsolicited proposal may hold the answer to accelerating completion of Phase 2 park development, with an expanded vision for a nationally significant public sports, recreation and cultural venue. Golf Canada has identified the site and adjacent open space lands as a preferred location for an integrated public park and golf course, which would become the permanent home to the national sporting organization and the prestigious Canadian Open.

With support from the findings of preliminary consultants' reports, staff recommend that the next step is for the City to enter into a MOU or other appropriate agreement with Golf Canada to undertake additional due diligence to review the proposal. This would position the City to better understand the magnitude of the benefits and associated challenges of the proposal and support the City's decision-making. The undertaking will give the City a clearer understanding of these lands and how to fully realize their promise to build a lasting legacy of social, cultural and economic benefits for Vaughan residents.

Proceeding with a MOU or similar agreement will not impede the City's ability to move forward with Phase 1 development of NMRP in 2017.

### **Attachments**

1. North Maple Regional Park Phase 1 site plan
2. Golf Canada letter and vision document dated Jan. 22, 2017

3. Site location map
4. Memorandum of Understanding guiding principles

**Report prepared by:**

Jamie Bronsema, Director of Parks Development, Ext. 8858

Respectfully submitted,

John MacKenzie,  
Deputy City Manager  
Planning & Growth Management

Tim Simmonds,  
Chief, Corporate Initiatives  
& Intergovernmental Relations

Laura Mirabella-Siddall,  
Chief Financial Officer & City Treasurer

Notes

Legend

Revision	By	App'd	Revised
1	11/11/10	11/11/10	11/11/10
2	11/11/10	11/11/10	11/11/10
3	11/11/10	11/11/10	11/11/10
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ATTACHMENT 1

Client/Project  
City of Vaughan  
North Maple Regional Park  
Vaughan, Ontario  
Title  
Master Plan  
Project No.  
161413095  
Drawing No.  
Sheet  
Scale  
1"=50'  
37.5m  
Revision  
1 of 1  
0





Golf Canada  
Suite 1, 1333 Dorval Drive, Oakville, ON L6M 4X7  
905.849.9700 1.800.263.0009 info@golfcanada.ca

[golfcanada.ca](http://golfcanada.ca)

January 22, 2017

Jamie Bronsema  
Director of Parks Development  
City of Vaughan  
2141 Major Mackenzie Drive  
Vaughan, Ontario  
L6A 1T1

Dear Jamie:

This letter is a non-binding expression of interest to participate with the City of Vaughan in its project to develop North Maple Regional Park and the Keele Valley Open Space Lands.

As discussed, Golf Canada's vision is to establish a permanent venue at which to conduct our National Men's Open Golf Championship—the RBC Canadian Open, a PGA TOUR event. The proposed facility would also allow for youth, adults and families to participate and enjoy the health benefits of golf at a venue that is accessible, economical and enjoyable to play. It is also our desire to re-locate Golf Canada's corporate headquarters along with the Canadian Golf Hall of Fame and Museum as part of the proposed venue.

We support the City of Vaughan's shared vision to see the overall lands provide an opportunity for other sports and recreational activities for all ages. Facilities that support youth engagement and provide greater opportunities for adults and seniors to pursue physical activity and wellness deliver tremendous benefit to a community and we are pleased that the sport of golf is being contemplated within this innovative approach to facility usage.

After searching and exploring several options for a suitable property, the lands that include North Maple Regional Park and Keele Valley Open Space property have been identified as a location with great potential that aligns Golf Canada's vision for a future home with the recreational vision established for the park by the City of Vaughan.

Since identifying this potential site in the City of Vaughan, we have had several opportunities to meet and have collaborated to produce preliminary plans that we believe will energize the community and produce long-term benefits for Golf Canada, the City of Vaughan and the province of Ontario.



[golfcanada.ca](http://golfcanada.ca)

As the National Sport Federation, Golf Canada has a proven record of accomplishment in delivering sport programs and we are confident in our organization's ability to successfully transform our plan into reality. Our Board of Directors and related committees are comprised of individuals and leaders who have collaborated on numerous successful projects across the country. Our Board believes this long-term venue project is critical to the future success of the RBC Canadian Open and along with efforts to strengthen youth engagement and grow participation in the game of golf.

As part of our due diligence, our goal is to make a final recommendation on this proposed location to Golf Canada's Board of Directors by December 2017. We would request to partner with City of Vaughan to further review the feasibility of the project and develop a business case and defined project proposal.

I look forward to working with yourself, City of Vaughan and other identified stakeholders to develop a business model and preliminary proposal. I understand that the plan is clearly a work in progress and will require the necessary approvals on both our sides, including approval of the Golf Canada Board, but I am confident that we can collaborate on a comprehensive development plan that meets our collective objectives.

Thank you for providing Golf Canada with the opportunity to participate in this exciting project.

Sincerely,

Bill Paul  
Chief Championships Officer  
Golf Canada



Golf Canada  
Suite 1, 1333 Dorval Drive, Oakville, ON L6M 4X7  
905.849.9700 1.800.263.0009 info@golfcanada.ca

[golfcanada.ca](http://golfcanada.ca)

### **Long Term Facility – Permanent Site:**

#### **Vision Summary:**

To establish a home base at which to conduct our national championship on a consistent basis, permitting constant innovation while providing cost efficiencies and opportunities to increase revenues. This property provides a world-class golf centre that brings all facets of golf in Canada together which will enable and enhance the work of Golf Canada while providing an opportunity to grow participation for all ages, experiences, skills and gender.

#### **Golf Course:**

An 18-hole championship course built to challenge the world's best players while at the same time able to accommodate changes to the landscape that can adapt to meet the future demands on the game.

The primary focus of the golf course will be on patron enjoyment and satisfaction including patrons, corporate sponsors and volunteers. To meet the ever-changing requirements of the Canadian Open, the PGA TOUR and our partners, attention must be paid to the venue outside of the ropes and accessibility to the property.

#### **Golf Canada Village:**

Provides a venue for youth participants who may wish to develop as elite players but have less access to facilities, coaching and programs that would enhance their development. Equally important, it provides an opportunity for adults to enjoy the game, families to play together and seniors to enjoy the health benefits of golf, all at a facility that is both economical and enjoyable to play.

#### **Multi-Sport/Recreation Use:**

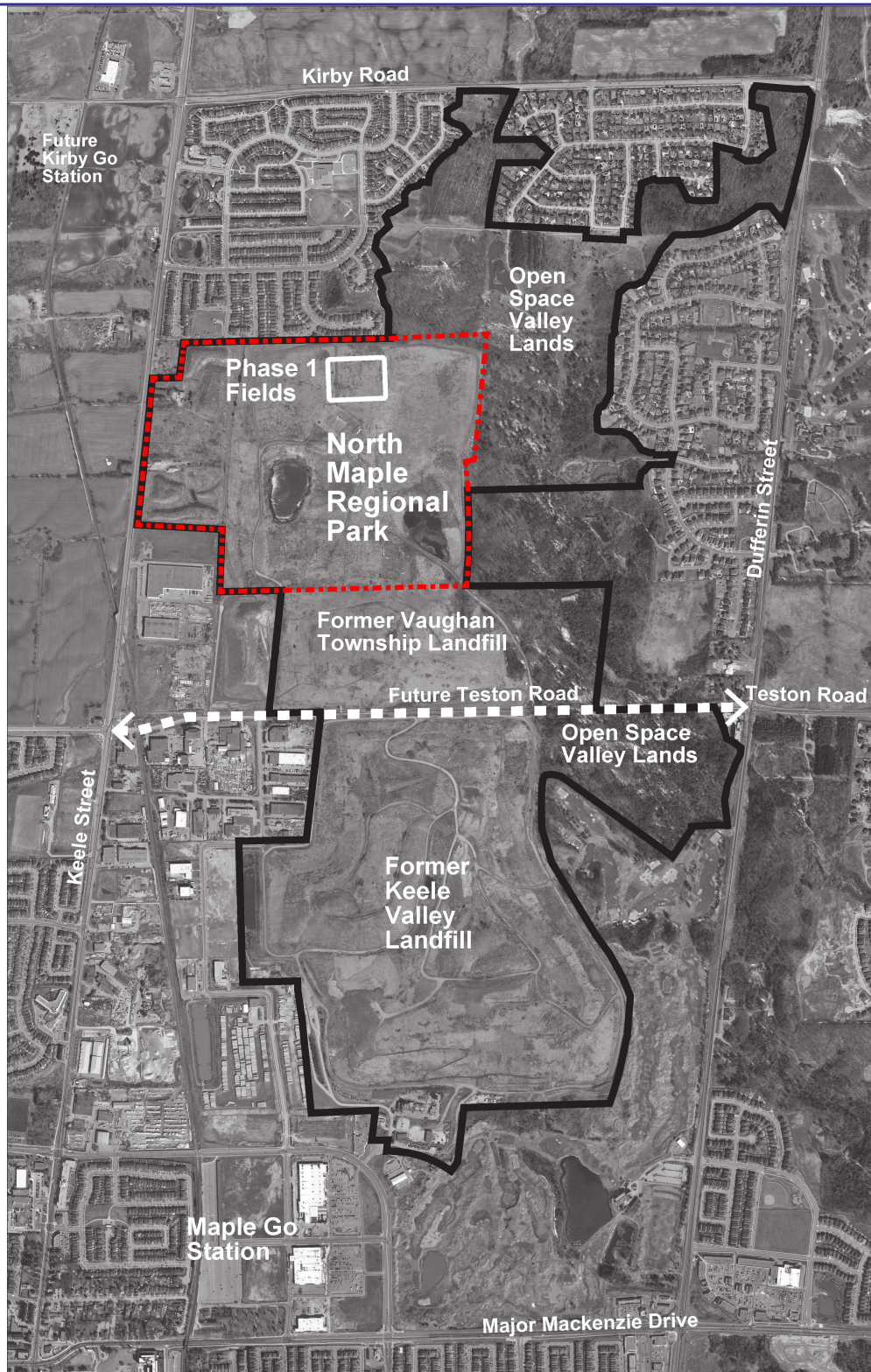
To facilitate the current and future needs of the Canadian Open (parking, operational infrastructure, etc.) the footprint of the entire property will need to be enormous. We cannot be handcuffed by the lack of space on site and, more importantly, future growth within the surrounding community, as we currently experience at Glen Abbey and other recent Canadian Open venues.

Ensuring such lands are available, support and participation from both regional and local governments, education boards and community and private sports groups may be required creating a multi-purpose facility for other sport, recreational activities and community events.

[golfcanada.ca](http://golfcanada.ca)

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Whether its programs that support youth engagement, greater opportunities for adults and seniors to pursue physical activity and wellness or innovative approaches to facility usage, each sector recognizes that the others have something unique to offer, making the collective stronger and more positive in the community.



## NORTH MAPLE REGIONAL PARK & OPEN SPACE LANDS



DRAWN: - APPROVED: -  
SCALE: N.A. DATE: April 4, 2017

Location Map

Parks  
Development  
Department

***GUIDING PRINCIPLES***

As between The Corporation of the City of Vaughan (the “**City**”), and Golf Canada, with respect to the development of North Maple Regional Park (“**NMRP**”) and Golf Canada’s 2017 Proposal related thereto (“**Proposal**”).

*Golf Canada acknowledges that the City envisions a NMRP which:*

1. Adheres to the ‘2014-2018 Term of Council Strategic Priorities’.
2. Embraces the principles in ‘Green Directions Vaughan’ and is sensitive to the natural environment.
3. Helps achieve the goals and objectives outlined in the City’s ‘Active Together Master Plan’.
4. Maintains the integrity of the Council endorsed 2013 Park Vision Plan and NMRP Phase 1 project.
5. Will be a destination park where residents and visitors will enjoy a variety of year-round sports, recreational and cultural uses.
6. Includes a balance of park facilities for active and passive uses for all levels of ability, age and interests.
7. Maximizes the full potential of these lands to leave a lasting legacy of social, cultural and economic benefits for Vaughan residents.
8. Attracts investment and creates jobs.
9. Supports and promotes arts, culture, heritage and sports in the community.

*The City acknowledges that Golf Canada envisions a NMRP which:*

1. Integrates into the park and adjacent lands an 18-hole championship golf course with supporting facilities that will be the permanent venue for the National Men’s Open Golf Championship – the RBC Canadian Open, a PGA TOUR event.
2. Provides facilities that allow for youth, adults, seniors and families to participate and enjoy the health benefits of golf at a venue that is accessible, economical and enjoyable.



3. Accommodates Golf Canada's headquarters along with the Canadian Golf Hall of Fame and Museum as part of an overall 'Village' that attracts local residents, regional visitors and tourists.
4. Will energize the community and produce long-term benefits for Golf Canada, the City of Vaughan and the province of Ontario.

### **Project Description**

In keeping with the Guiding Principles above, the City and Golf Canada intend to jointly:

1. Investigate the viability of a joint project, namely the development of NM RP, reflecting the provisions herein.
2. Discuss how to maximize and realize the short and long-term potential of NM RP.
3. Discuss the risks, benefits, implications, challenges, revenue generating opportunities, costs and funding options to each Party of executing the ideas presented in the Proposal.
4. Perform due diligence activities required to investigate the possibilities/options for full build-out of NM RP and adjacent lands, and details related thereto e.g. costs, scope, timing. Specifically, to confirm the suitability of NM RP and adjacent lands being an integrated public park that includes the permanent venue for the Canadian Open Championship, future home of Golf Canada's main headquarters and Canadian Golf Hall of Fame and Museum.
5. Perform other due diligence activities required to properly evaluate the viability and all other aspects of the Proposal.

### **Anticipated Key Project Activities**

1. Develop a 'Project Management Plan' which, among other things, identifies key party representatives and other project team members, schedule of meetings between the parties, protocol regarding the production and distribution of meeting minutes, protocols for tracking and reporting on action items, etc.
2. Develop a 'Schedule of Project Milestones and Key Deliverables'.
3. Develop a 'Procurement and Cost-Sharing Protocol' or rules outlining how the parties will retain and pay for third parties required to help perform the due diligence and other services, which balances the objectives of the City's Procurement Policy with the ability to realize Project objectives in a timely manner.
4. Discuss assumption by parties of their own internal / in-kind costs.

5. Develop a 'Deliverables Ownership Protocol/Allocation Guide' or terms to address ownership of deliverables created and items purchased as part of the Project.
6. Develop a 'Communications Plan' outlining how the parties will work together to create and release information and reports to Council, management, staff, media and the public.
7. Identify applicable Stakeholders (e.g. applicable Ministries of Provincial and Federal Government) in addition to the City of Toronto, the Toronto and Region Conservation Authority and York Region. Develop a corresponding 'Stakeholder Engagement Protocol' and engage Stakeholders in accordance therewith.
8. Identify and engage expert consultants and/or other service providers required to properly to carry-out and expedite due diligence activities.
9. Investigate the current conditions on the adjacent former landfill sites and the options to make the lands available for public use. Develop a corresponding 'Landfill Sites Current Condition/Options Report'.
10. Develop a Feasibility Study and a Business Case Analysis. The Feasibility Study would include such deliverables as developing a conceptual layout and design for the park facilities, trails, golf course, club house and Golf Canada Village, and undertaking necessary environmental studies, while the Business Case Analysis would include a market assessment, an economic impact assessment, financial and project delivery analyses, and a risk assessment.
11. Create 'Vision Plan for Integrated Park and Golf Course' drawing(s)/document(s).
12. Develop and provide information / reports to inform by December 31, 2017 so that Vaughan City Council and Golf Canada's Board of Directors can make decisions related to implementation of NMRP Phase 2 development.

#### **Additional Notes**

1. Both parties will assign the necessary resources and make best efforts to complete the Project in a timely and expeditious manner to meet established milestones and completion date.
2. Discussions and information exchanged between the Parties and created as part of the Project will be kept confidential unless mutually agreed or disclosure is: required by law or to execute the Project, part of the disclosing party's ordinary business practices, or can be reasonably expected by the non-disclosing party.

3. Subject to the confidentiality obligations above, nothing herein shall prevent either party from entering into any discussions with any other person or entity, or from performing their normal business activities and acting in their own best interests.
4. The City and Golf Canada each acknowledge that these Terms of Reference are not binding on any of the parties (except that Additional Notes 2 and 3 directly above are binding) and do not create any legally binding obligations on the parties to complete any transaction or to further negotiate and continue discussions with one another with respect to the Project.