

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF SEPTEMBER 9, 2014

Item 1, Report No. 9, of the Finance, Administration and Audit Committee, which was adopted, as amended, by the Council of the City of Vaughan on September 9, 2014, as follows:

By receiving the following Communications:

- C10. Commissioner of Planning, dated September 2, 2014;**
C20. Mr. Mike Rietta, Woodbridge Soccer Club, Martingrove Road, Woodbridge dated September 8, 2014;
C25. Mr. Tony Browne, dated September 8, 2014; and
C32. Mr. Elliott Silverstein, dated September 9, 2014.

1 NORTH MAPLE REGIONAL PARK FINANCIAL ADVISORY REVIEW WARD 1

The Finance, Administration and Audit Committee recommends:

- 1) That the recommendation contained in the following report of the Commissioner of Planning and the Commissioner of Finance & City Treasurer, dated September 3, 2014, be approved, subject to amending recommendation 3. to read as follows:**
 - 3. That staff be directed to review the options and considerations identified by the consultant and report back to a Finance, Administration and Audit Committee meeting in Q 2 of 2015, with a go-forward long term strategy;**
- 2) That once all commitments have been satisfied, that the balance of the funds in the Streetscape Phase 6 and 7 Capital Project PK-6130-07 be returned to the Keele Valley Reserve, and that the Keele Valley Reserve funds be used to fund a second artificial turf field in Phase 1 of the North Maple Park Plan when the capital costs for the second field are presented during the 2015 budget process;**
- 3) That the presentation by Mr. Sam Pickering, Partner, and Mr. David Bratton, Project Director, Grant Thornton, Montreal, Quebec, and Mr. Jamie Springer, HR&A Advisors Inc., New York, USA, and C1, presentation material, be received; and**
- 4) That the following deputations be received:**
 - 1. Mr. Andrew Amorin, Registrar, Vaughan Soccer Club, Keele Street, Maple; and**
 - 2. Ms. Marcella Di Rocco, Vaughan Cares, Gracefield Court, Maple.**

Recommendation

The Commissioner of Planning and the Commissioner of Finance & City Treasurer, in consultation with the Senior Management Team, Director of Parks Development, Director of Development Finance & Investments and the Director of Legal Services recommend:

- 1. THAT the presentation by the Grant Thornton consultant team be received;**
- 2. THAT the final written report provided by the Grant Thornton consultant team appended as Attachment 1 be received;**
- 3. THAT staff be directed to review the options and considerations identified by the consultant and report back to a Finance, Administration and Audit Committee in 2015 with a go-forward long term strategy;**
- 4. THAT as a part of a short term strategy staff be authorized to undertake design for Phase 1 park development as an interim measure to meet the needs and interests identified by community and stakeholder user groups; and**

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5. THAT funding up to \$300,000 for the completion of Phase 1 park development design be allocated within the approved Capital Project 5961-2-03 and that any additional development and capital work requests be submitted through the 2015 Capital Budget for consideration through the budget process.

Contribution to Sustainability

Undertaking a review of financial partnership opportunities and alternative funding models demonstrates a responsible, sustainable approach to ensure the development and on-going operation of the North Maple Regional Park (NMRP) for use by residents and community user groups. This report is 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.*

Economic Impact

Staff are not recommending to immediately adopt any of the consultant's recommendations and therefore there is no direct economic impact arising from this study. Rather, staff believe that consideration needs to be provided to the outputs of this study as well as further internal due diligence performed on the feasibility of pursuing some of the funding/delivery strategies recommended by the consulting team. Staff will review and provide more substantial recommendations at a future FA&A meeting in 2015.

In the interim, staff is recommending to conduct design work for a first phase of the park development and necessary funds can be accommodated within existing approved Capital Project 5961-2-03 Maple Valley Plan Design and therefore there is no immediate economic impact. The current balance remaining in 5961-2-03 is \$1,858,284 after actual expenditures and open commitments. The cost for Phase 1 design is estimated to be in the range of \$200,000 to \$300,000 for facility layout, associated engineering and geotechnical investigations, detailed design and construction document development, which would leave a balance of approx. \$1.5m available for the design of future phases of park development.

There will be a future financial impact from carrying out the additional capital works associated with this design; however these costs will be submitted through the 2015 capital budget process for deliberation by Council at that time. At this time preliminary estimates by staff indicate that approximately \$4 to \$5 million is required for interim park construction. Actual cost estimates will be confirmed through the detailed design and engineering process.

As part of the 2014 financial planning process, funding for Phase 1 park development was recognized for 2015 and supported by the DC Background Study, which is in-line with the suggested value. In addition, approved funding of \$725,000 exists within Maple Artificial Turf Capital Project 5987-0-04. Although subject to budget prioritization deliberation, adequate funding is available for Phase 1 park development.

Furthermore, the Vaughan Soccer Association (VSA) has indicated a desire to financially partner with the City on certain aspects of soccer facility development at NMRP in order to help facilitate construction as quickly as possible to meet the needs of their club members. The City will be considering this early expression of interest from VSA as it conducts additional due diligence to inform development of the area. Details on the proposed financial arrangements have yet to be determined and are planned to be addressed at the time of capital budget consideration and after additional due diligence work has been completed.

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Communications Plan

Additional community consultation and discussion with user groups and stakeholders will take place as plans for park development are implemented.

Purpose

The purpose of this report is to provide Committee and Council with the results of the Financial Advisory Review for NMRP conducted by the Grant Thornton consultant team and to recommend a short term strategy to advance design for Phase 1 park development as an interim measure to meet the needs of community and stakeholder user groups. Proposed Phase 1 works will be designed in a manner that does not limit the City's future options and opportunities related to the potential Public-Private Partnership (PPP) lands identified along the Keele Street frontage.

Additionally, the purpose of this report is to receive Council direction to continue due diligence work and provide consideration to the consultant's recommendations with a view to providing Council with a long term internal financial/delivery strategy in 2015.

Background - Analysis and Options

On May 27, 2014 Council approved the retention of the Grant Thornton consultant team to undertake a Financial Advisory Review for NMRP. The review was intended to identify and evaluate opportunities for mitigating the significant costs associated with the development and operation of the park since conventional funding sources (Development Charges and Tax Levy) are allocated to multiple park projects across the City, limiting funding for NMRP in the short-term.

The scope of work for the financial review included:

- Overview of PPP service delivery models
- Commentary on the financial advantages/disadvantages of not pursuing PPP for the NMRP project.
- Recommendations on other potential funding sources related to PPP's
- Provision of relevant examples/benchmarks of other PPP arrangements
- Recommended service delivery models appropriate for the NMRP project
- Review of risk assessment, funding source implications, revenue generation opportunities, operating and maintenance considerations, for the various options being proposed

A copy of the consultant's final written report is appended as Attachment 1. The results of the consultant's review generally conclude there is limited potential for PPP opportunities to assist with a project of the size and scope of NMRP (total park area approx. 81ha). Through their experience and research, Grant Thornton identifies that traditional PPP projects, as executed by Infrastructure Ontario, have never been used for park development and operation projects in North America. Other potential delivery models, including construction by the City and operation by a non-profit organization, and construction/operation through a recreation facility partnership, may provide some opportunity, however may also be challenging to establish because of the relatively limited revenues associated with the programming of park facilities.

Due to the foregoing analysis, Grant Thornton identifies that the most significant financial opportunity for NMRP may exist with the potential sale of PPP lands along the Keele Street frontage (net area approx. 10ha). The report indicates that subject to a further detailed valuation exercise the sale of PPP lands could secure sufficient funding to significantly, if not fully, fund the cost of park development works. Annual operating, maintenance and lifecycle replacement costs would need to be funded through other, possibly more traditional, means such as property taxes.

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Although sale of the PPP lands may be a viable option, staff require more time to adequately review and assess all options provided by Grant Thornton and to develop an appropriate go-forward long term strategy for the ultimate completion of this project.

Concurrent with the Financial Advisory Review by Grant Thornton, and at the request of the Vaughan Soccer Association (VSA), Parks Development staff reviewed the potential for a short term strategy focused on a Phase 1 park development project as an interim measure. The VSA advises they are experiencing growing club participation which is expected to continue. Continuing growth in soccer participation within Vaughan is placing significant strain on the City's supply of field time. In addition to growing participation in general soccer programs, many of Vaughan's soccer clubs were successful in joining the Long Term Player Development league (LTPD) which places pressure on the clubs to have fields and facilities that meet league-specific criteria such as field size and quality, longer playing seasons, supporting facilities such as washrooms and change rooms, and spectator seating. The VSA has indicated a desire to financially partner with the City on certain aspects of the development of soccer facilities at North Maple Regional Park, but the scope and extent of these financial arrangements are undetermined and at the early stages of development.

Based on the results of the consultant's review and in consideration of the request from the VSA to advance Phase 1 park development as quickly as possible, staff recommend that existing capital funding be used to advance design works in 2014 with development to follow in 2015 pending Council approval of further capital budget monies for construction through the 2015 capital budget process. The scope of Phase 1 would include sufficient works required to provide interim driveway access, parking and development of one artificial turf field. In addition, improvements are also proposed for pedestrian access points, trails and signage so that the entire NMRP lands can be opened for public use and enjoyment.

Advancement of Phase 1 design development works will be planned in a manner that does not limit or restrict potential future partnership or other financial opportunities, in keeping with the findings of the consultant's report. Phase 1 design and development works will take into account previous plans and consultations and work underway as part of the New Communities Secondary Plan for Block 27 which may have implications for access points and infrastructure onto Keele Street.

Relationship to Vaughan Vision 2020 / Strategic Plan

This report is consistent with the priorities previously set by Council in the Vaughan Vision 2020 Plan and the necessary resources have been allocated and approved. Conducting a review of alternative funding and service delivery models for the development and operation of North Maple Regional Park supports the City's commitment to enhancing natural and built environments through efficient use of resources, managing corporate assets through continuous assessment of infrastructure requirements, pursues excellence in service delivery and supports the goal of enhancing community health, safety and wellness through design and program opportunities. Taking steps to achieving the North Maple Regional Park plan demonstrates Council's commitment to providing service excellence to citizens.

Regional Implications

Not applicable.

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Conclusion

The results of the consultant's report generally conclude that opportunities for alternative service delivery models including PPP's are limited for the NMRP project. Staff will review and assess the options and ideas identified by Grant Thornton in further detail and report back to Committee and Council with recommendations on a go-forward long term strategy for the ultimate completion of the park. In the interim, it is proposed that a short term strategy be pursued through the design of a Phase 1 park development project, which would be initiated in 2014 to meet the needs and interests identified by the community and stakeholder groups such as the Vaughan Soccer Association. Implementation of Phase 1 park development works would include construction of a limited amount of park elements including interim driveway access, parking and one artificial turf field. Improvements to pedestrian access, trails and signage is also proposed to open the entire park property for use and enjoyment by the public. Funding for Phase 1 park design can be accommodated within existing approved Capital Projects and funding for Phase 1 construction will be included in the 2015 Capital Budget submission.

Attachments

1. Final Report August 21, 2014 by Grant Thornton

Report prepared by:

Jamie Bronsema, Director of Parks Development, Ext. 8858

Lloyd Noronha, Director of Development Finance & Investments, Ext. 8271

(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.)

C	10
Item #	1
Report No.	9 (FAA)
Council - September 9/14	

DATE: SEPTEMBER 3, 2014
TO: HONOURABLE MAYOR & MEMBERS OF COUNCIL
FROM: JOHN MACKENZIE, COMMISSIONER OF PLANNING
RE: COMMUNICATION – COUNCIL MEETING – SEPTEMBER 9, 2014

**REPORT NO. 9, ITEM 1, FINANCE, ADMINISTRATION AND AUDIT COMMITTEE,
SEPTEMBER 3, 2014**

NORTH MAPLE REGIONAL PARK FINANCIAL ADVISORY REVIEW – WARD 1

Recommendation

The Commissioner of Planning in consultation with the Director of Parks Development recommends:

1. THAT this communication be received for information.

Background

During discussion of Report No. 9, Item 1 of the September 3, 2014 Finance, Administration and Audit Committee meeting, staff were requested to provide additional information with respect to the overall plan for North Maple Regional Park (NMRP) and status of the original Expression of Interest for private partnership opportunities.

Details of the latest park plan and community consultation is appended as Attachments 1, 2 and 3 with a summary of key points as follows:

1. A Vision Plan (Facility Fit) was prepared for NMRP and presented to the community on January 31, 2013.
2. The Vision Plan identified the development of passive and active park facilities with a balanced distribution planned in 5 zones:
 - a) Sports Facility Area (approx. 25% of the total park area)
 - b) Active Area and Play Zone (approx. 18% of the total park area)
 - c) Picnic Area (approx. 12% of the total park area)
 - d) Woodland Gardens and Naturalization (approx. 30% of the total park area)
 - e) Lands for potential Public-Private-Partnership (approx. 15% of the total park area)
3. The Vision Plan and input received from the community consultation process is intended to be used to form the required basic and desired facilities for future park development as well as consideration for potential Private-Public-Partnership opportunities.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'John Mackenzie', with a large, stylized initial 'J' and a horizontal line extending to the right.

JOHN MACKENZIE
Commissioner of Planning

Attachments

1. Extract from Council Meeting Minutes of June 25, 2013, Item 46, Report No.32 of the Committee of the Whole
2. North Maple Regional Park Community Consultation Report dated March 6, 2013
3. North Maple Regional Park Vision Plan January 2013

Copy To:

Barbara Cribbett, Interim City Manager
Jeffrey A. Abrams, City Clerk
Jamie Bronsema, Director of Parks Development

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 (RFE012-180); 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 (RFEI12-180) 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, RFEI12-180 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, Monteith 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:

Proposed Passive and Active Areas	Estimated Hectares	Estimated Percentage
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%
Totals	81 Ha	100%

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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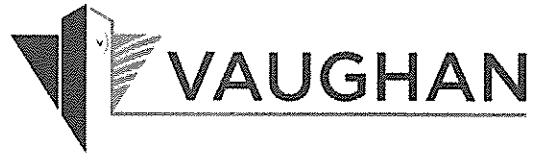
Attachments

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

Report prepared by:

Martin Tavares, Construction Coordinator, Ext. 8882
Melanie Morris, Construction Coordinator, Ext. 8058

(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.)



North Maple Regional Park Community Consultation Report

March 6, 2013

Prepared for:
City of Vaughan, Parks Development

Prepared by:
Monteith Brown Planning Consultants


Monteith•Brown
planning consultants

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Appendix A – Detailed Verbal Comments Taken at Community Meeting

Appendix B – Detailed Written Comments Received

1. Purpose of Report

Monteith Brown Planning Consultants was retained by the City of Vaughan to lead the community consultation programme for the City of Vaughan's North Maple Regional Park project on behalf of the City's Parks Development Department. This involved:

- 1) assisting in the development of the presentation and public input materials;
- 2) facilitating one public meeting;
- 3) reviewing all public comments; and
- 4) developing a summary report.

The purpose of this report is to help to inform the design of the park and the Terms of Reference to be issued related to possible public-private partnerships on the site. Further opportunities for public input are likely through the coming years as the design and development of the Regional Park moves forward.

2. Project Overview

The City of Vaughan has recently completed its acquisition of approximately 81 hectares (200 acres) of land on the east side of Keele Street, between Teston Road and Kirby Road for a Regional Park. The planning and design of this major park has been an ongoing initiative for several years, originally being established through the Maple Valley Plan process in 2000.

Potential active and passive park components include open space, senior soccer fields, artificial turf fields, senior baseball/softball fields, field houses, cricket pitch, tennis courts, water play, play areas, basketball courts, ice skating feature, skateboard park, amphitheatre, garden and picnic areas, trails, etc. Given the opportunity provided by this unique site, and the considerable size and scale of this project, this may be the last Regional Park developed by the City of Vaughan.

Concept facility fit plans for the park have been developed and their evolution has been influenced by the City of Vaughan's "Active Together Master Plan". The most recent facility fit plan was presented at the January 31, 2013 community meeting and included the aforementioned facility components organized into several general zones (sports facility area, active area and play zone, picnic area, and woodland gardens and naturalization). As the purpose of the facility fit was to illustrate the general concept, a detailed plan would come only after future design development.

Timelines and funding have been identified with the costs currently estimated at \$31 million for construction. To assist with offsetting this cost, the City recently issued an Expression of Interest to solicit interest for potential public-private partnerships for the development or operation of all or a portion of the site. We understand that the City expects to issue a Request for Proposal seeking more details on potential partnerships later in 2013.

3. Methodology

City Council directed that a community meeting (public input session) be undertaken prior to the finalization of the plan. This purpose of this meeting – held on **January 31, 2013** at Vaughan City Hall – was to discuss the current needs and vision for the future North Maple Regional Park. It is understood that the discussion points and any subsequent revisions to the facility concept will be incorporated into the terms of reference for a request for proposal to fully develop the park through a public-private partnership.

Sports groups, residents, and other stakeholders were invited to attend the meeting through several means, including numerous advertisements:

- on the *City Page* (January 10, 17, 24 and 31, 2013);
- on the Parks Development Website (as of January 16, 2013);
- in the *Jewish Tribune* (January 17, 24 and 31, 2013);
- in the *Vaughan Citizen* (January 10, 16, 17, 23, 24, 30, 2013);
- in the *Vaughan Weekly* (January 9, 16, 23 and 30, 2013);
- in the *Thornhill Liberal* (January 10, 17, 24 and 31, 2013);
- in the *Lo Specchio* (January 18 and 25, 2013);
- through mobile signs at 5 locations for 3 + weeks; and
- through a combination of email and mail invitations provided to various sports and user groups within the City, including seniors, environmental, baseball, soccer, football, rugby, cricket, etc.

Specifically, the January 31, 2013 community meeting was held to:

- review the status of the park development;
- review the facilities being considered for the park;
- solicit feedback on the vision for the park and identify any outstanding needs or considerations; and
- identify next steps.

Upon arriving for the community meeting, attendees were asked to register and were given an opportunity to review display boards containing the regional context map and 2013 facility fit plan for North Maple Regional Park. Shortly after 7 p.m., the meeting facilitator (Steve Langlois, Principal Planner with Monteith Brown Planning Consultants) led the group through a PowerPoint presentation describing the process, site, proposed concept, and next steps. This was followed by an open question and comment period through which residents could discuss the proposal and provide input for further consideration. Assisting with the discussion period were the City's Commissioner of Community Services (Marlon Kallideen) and Construction Coordinator (Martin Tavares). The community meeting was well attended with approximately **86 residents**; the main themes arising from the input are summarized in the following section of this report. Additional details are described in Appendix A.

A one-page comment sheet was distributed at the community meeting to record the written feedback of attendees; several completed sheets were submitted that evening. The comment sheet was posted February 1st, 2013 on the City's website, allowing for electronic submission. The City is maintaining a database of those who submitted comment sheets and wish to be notified of further updates on the project.

The comment sheet posed the following questions:

- What do you like about the proposed vision presented at the meeting?
- Is there anything that you dislike about the proposed vision? Please explain.
- Is there anything additional that you would like to see added to the proposed park concept?
- What main goal(s) should the City consider when evaluating potential public-private partnerships for the development and/or operation of all or a portion of the site?
- Additional Comments.

To assist those who were unable to attend the community meeting, the full presentation (PDF) was also posted on the City's website. In addition, staff contact information was provided to allow for email or other written submissions.

In total, **28 comments sheets and other submissions** were received by the February 21, 2013 deadline; the main themes from the input provided are summarized in the following section of this report. Additional details are provided in Appendix B.

4. Input and Key Findings

Verbal and written comments from the community meeting and comment sheets have been summarized into the following subsections:

- A. what residents like most about the concept
- B. what residents dislike most about the concept
- C. potential neighbourhood impacts
- D. additional features to be considered
- E. public-private partnership
- F. funding

A. What Residents Like Most about the Concept

Overall, the public was pleased to see the development of the park moving forward, with many indicating that they have been waiting for this to occur for some time (some expressed frustration at the pace of the project). It was felt that the park would be a valued addition to the community and many commented that the new design and vision generally maintains the original concept that was presented years ago.

The public identified a number of proposed park components that they liked most. They generally liked the fact that the multi-purpose vision provides a mix of sports fields, green spaces, and leisure opportunities such as the picnic area, trails, and other supporting amenities. Some residents indicated that they liked particular proposed facilities, such as the playground and waterplay facility. Other residents liked the variety of recreation sports fields proposed – including the soccer fields, ball diamonds, and tennis courts – and indicated that they will provide much needed facilities to local user groups. The potential opportunity for outdoor skating was also favoured by some residents (especially as there are few in the vicinity), as well as the proposed green spaces, woodland gardens, naturalized areas, and nature trails. Some residents were supportive of the public-private partnership (P3) as they saw it as a way to assist with the development of the park.

B. What Residents Dislike Most about the Concept

The public identified a number of park features that they found unfavourable, with negative comments generally centred on the sports fields. A number of residents associated with the Vaughan Soccer Club identified their displeasure for the loss of soccer fields from the previous concept plan. A member of Vaughan Slo-Pitch also expressed regret for the removal of two ball diamonds as the group indicates a need for a minimum of three softball diamonds to support programming (one more than in the revised facility fit). Another group also registered their dislike for having only one multi-purpose field for other sports such as rugby, football and lacrosse, and a comment was received that a cricket field was unnecessary.

By contrast, a number of residents articulated that there are too many sports fields being proposed and argued that fewer fields should be provided given that their use is limited to organized sports and the warm weather months. Instead, many residents felt that a greater emphasis should be placed on providing leisurely multi-use opportunities that are affordable and geared towards all residents' and age groups.

Some residents also felt that the concept plan presented at the public meeting lacked some key pieces of information. Specifically, residents suggested that they were interested in learning more about:

- the public-private partnership (P3) and the buildings that will be proposed;
- the placement of parking to ensure it does not dominate the space;
- the setbacks between sports fields (and lighting) and the residential community to the north; and
- the supporting park amenities (seating and shade).

C. Potential Neighbourhood Impacts

A number of concerns were raised by the public regarding potential neighbourhood impacts of the new park, particularly with respect to the location of the sports fields and related safety concerns. Some felt that the sports fields shown on the concept plan were too close to the abutting residential neighbourhood to the north. Given that these sports fields are proposed to be lit, several residents (many from the 15 dwellings that back on to the park), expressed that light and noise will impact their quality of life and enjoyment of their property. Other residents identified safety concerns with attracting undesirable activity, noise, and errant balls in their backyards. While staff indicated that mitigation measures are proposed to be implemented (such as the backstop fencing and berming between the sports fields and abutting subdivision), the concerns of neighbouring residents persist.

To help address these concerns, some requested that the City consider an alternative park layout that would shift the sports fields away from the residential area to the north. Options suggested by residents included orienting the sports fields along the southern or eastern perimeter of the park and shifting the picnic area to the park's northerly limits to buffer the residential subdivision. Staff indicated that there are topographical and drainage challenges with the site that support the proposed location of sports fields near the park's northern limit.

In addition, some were concerned that the park will draw additional traffic to the site, resulting in increased parking on local streets. Concerns were also raised with regard to impacts along Keele Street, such as the level of traffic and lighting; it was noted that a traffic study would need to be completed prior to the park's development.

D. Additional Features to be Considered

A number of park components were suggested by the public to be considered to strengthen the role of the park as a City-wide draw and destination. Some suggestions are contained within the current vision for the park; therefore, these comments merely reinforce support. Suggestions ranged from the need for additional sports fields to other leisure activities that can be used year-round.

A popular suggestion was for an off-leash dog park that residents can walk to, rather than driving to the dog park located in the southern portion of the City. A botanical garden was also suggested in order to provide aesthetically-pleasing landscaping, promote environmental initiatives, and provide educational programs. The garden was also suggested to be supported and enhanced by a community greenhouse to be used to grow on-site flora. Other residents felt that green technologies should be considered in the design, such as solar power, permeable surfaces, and water collection systems that can be used throughout the park.

Many residents identified the need for trails throughout the park and to connect with the abutting residential subdivision to encourage active forms of transportation (although some local residents were not supportive of these connections, citing potential negative impacts). These trails should be encouraged to be used year-round and be a mix of nature and multi-purpose trails to support a variety of activities such as walking, jogging, and biking. Several requests were received to provide outdoor fitness equipment along trails.

Additionally, a number of residents also requested consideration be given to developing an indoor sports stadium, bubble/dome or indoor facility to provide opportunities for a variety of year-round indoor sports (such as indoor soccer, tennis, volleyball, etc.), off-season training, and indoor programming. Although not illustrated on the facility fit plan due to the level of detail shown, it was indicated that the park would contain several washrooms and change room facilities, which were requested by several residents.

The following list provides a summary of the most common features and components put forth by residents for North Maple Regional Park based on comments received at the meeting and through the comment sheet. This list is organized by number of mentions (from most to least), but is based on a subjective assessment and not intended to be statistically significant.

- | | |
|---|--|
| 1. Sports fields – soccer, baseball, football, etc. | 11. Multi-purpose field |
| 2. Play zone features – playground, waterplay, tennis and basketball courts | 12. Winter activities (tobogganing, cross country skiing, snowshoeing) |
| 3. Picnic area | 13. Underground parking |
| 4. Off-leash dog park | 14. Indoor sports facility |
| 5. Botanical garden | 15. Focus on multi-use activities |
| 6. Trails (jogging, walking, fitness, skating) | 16. Softball diamonds (more) |
| 7. Indoor stadium | 17. Greenhouse |
| 8. Dressing rooms and washrooms | 18. Green technologies (solar power, permeable surfaces, water collection) |
| 9. Outdoor swimming pool | 19. Wooded path along northerly limits |
| 10. Outdoor ice rink | 20. Archery |

E. Public-Private Partnership

A potential public-private partnership (P3) for site – described at the meeting as having a likely focus on the lands fronting Keele Street – raised a number of questions, comments, and concerns. This should not be surprising given where the City is at in the process (with the RFP pending) and the uncertainty associated with the matter. The public was very interested in what the P3 would entail and the process for organizations to submit their interests and intents. Residents also questioned how these lands will be developed and how they will be managed; the process for identifying P3 options was outlined at the meeting and those in attendance were asked to provide criteria by which proposals could be evaluated.

A P3 was viewed by most 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 P3 must protect and enhance public benefits; for example, local user groups and residents want to maintain the first right to book facilities.

Respondents provided additional input that should be considered in 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 P3 lands, and then lease them to users to solidify municipal ownership and control of the site.
- Some residents suggested that a review of P3 best practices should be undertaken to ensure that the best possible solution is achieved to meet the needs of residents and users.

F. Funding

Several comments were made regarding funding for the construction and development of the park, with concerns over the impact on taxes and user fees. It was identified that funding scenarios for the park have not yet been established as it could be impacted by the P3 and other factors. Some residents were concerned that the proposal may result in tax implications, while others were supportive despite this possibility. Some were concerned with the potential for higher user fees and maintained that user fees should be kept in line with existing costs to ensure that activities are affordable for residents.

There was a hope that the proposed P3 could assist in offsetting costs. Many felt that the City should also explore other options for funding, including from the Region of York (given that it is classified as a “Regional” Park). There were also a small number of suggestions that the City sell the lands to assist with funding the park’s development.

5. Summary

Based on the points raised in the previous section and Appendix, the following are the salient points summarized from the public consultation programme for the design and development of North Maple Regional Park.

- i. Overall, there is excellent support for the development of the Park and an enthusiasm to expedite construction. The design was generally well received and was felt to offer something for everyone, including a good mix of spaces for structured and unstructured activities.
- ii. That being said, organized sports groups were disappointed about the potential "loss" of one soccer fields 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.
- iii. Requests were also received for adding an off-leash dog park and botanical garden to the Park, among other features. Some want 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).
- iv. 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.
- v. Although several questions remain, there was gentle skepticism and cautious support for a public-private partnership on the site, as long as public interests are protected and enhanced. Many expressed an interest to learn more about the partnership options when they become available.

Appendix A

Detailed Verbal Comments Taken at Community Meeting

Note: The following pages contain comments received at January 31, 2013 community meeting.

Comments received from the Public Meeting regarding the North Maple Regional Park
January 31, 2013

General Comments

- Some felt that the name should not include the name 'Region' if the Region is not assisting with funding.
- How much of the property is within the Oak Ridges Moraine and will the Ministry of Environment monitor the park lands?
- How many phases were in the plan and if each one will come on-line as they are completed?

Public-Private-Partnership (P3)

- Several questions sought more detail on what a P3 could involve.
- What is the Official Plan designation and Zoning of the P3 lands?
- Will the block fronting Keele Street be sold/leased to a developer and will the developer put a facility there?
- What kind of plan do the developers have and what criteria do they have to meet?
- Who are the potential partners, what is the process, and how were the Expressions of Interest were evaluated?
- City should take a look at other P3s to assess best practices.
- The lands should be valued and sold to help pay for development of the park.
- If the P3 goes through will there still be a tax increase?
- Consider partnering with PowerStream to generate money.

Amenities

- More sports fields are needed for local groups and new residents.
- Rather use lands for kids to play, don't need all of these sports fields.
- 30m berm will not be enough to stop noise and light pollution from infringing on neighbouring properties.
- Consideration should be given to a bubble/dome given so much money is being invested and there is currently none available.
- Consider providing indoor facilities since it's a regional park.

Layout

- Happy to see the park being developed and want to know the breakdown of park components.
- Consider flipping the layout so the sports fields are not abutting the residential subdivision (e.g., along the east or south).
- Don't want an entrance from the subdivision or the park will generate more on-street parking.
- The park will draw too many kids and raises noise and safety concerns for some residents directly abutting the park.
- Even if berming can reduce lighting, it will not reduce noise.

Infrastructure/Servicing

- Keele Street is too busy and dark to support the park. Will more street lighting be added?
- How will the park be maintained once it is built?

Funding

- Will any funding be provided by the Region?
- Confirmation that the budget was \$31 million. How is the budget still the same as it was for the previous concept, even with less parkland and removal of sports fields?
- Have accepted that there may be tax implications, but our taxes go up every year, so this isn't reason enough to stop the park from being developed.

Appendix B

Detailed Written Comments Received

Note: The following pages contain the responses from the written comment sheets provided at the Community Meeting and made available online.

ATTACHMENT 2

Comment Sheets - North Maple Regional Park
City of Vaughan

Appendix B

Q1. What do you like about the proposed vision presented at the meeting?	Q2. Is there anything that you dislike about the proposed vision?	Q3. Is there anything that you would like to see added to the proposed park concept?
1 A beautiful facility for our great City.	An extremely low proportion dedicated to football. Football being lumped with rugby to share one field in 5-7 years. Multi-purpose should be for all, and most fields should be multi-purpose. At least one field minimum per group.	Why can't most fields be multi-purpose, then allocated as needed. Vaughan football needs a home, and this proposal (ready in 5-7 years) still does not address this.
2 Have been waiting for development of a park and am happy to see that there is movement.	Would have liked to see the natural aspects (i.e. trails) in place before sports takes priority.	Additional funding from York Region since likely that other cities such as King would benefit.
3 Slide presentation and boards	More info regarding the PPP is required.	Botanical garden, playground, splash parks, environmental/natural museum for students, educational programs, solar in nature.
4 Water park, trails, ice rink	soccer fields, baseball diamond locations	walk access from the subdivisions
5	A little vague on PPP lands.	
6 Development concept - PPP which will help speed up the development of the park Concept drawing leverages activities for the entire community of Vaughan, especially as it pertains to needed fields.	Reduced soccer fields from the original 2008 concept drawing. These fields will be needed to sustain growth.	Soccer field dressing rooms to allow the Vaughan Soccer Club to host provincial and national tournaments. Indoor facility
7 Recreational - soccer, baseball, tennis	Higher taxes.	Gardens, ice rink.
8 Water splash park and playground side by side, seating areas have shade canopies.	Concerned about seating and benches placed between splash pad and playground equipment can be dangerous. (North Thornhill Comm Centre water/park area is dangerous for this reason).	Outdoor swimming pool. Same amount of outdoor washrooms with change areas next to splash pad. See Mackenzie Glen District Park as a good example for accessibility for disabled children. North Thornhill Community Centre is a bad example for accessibility.
9 Multi-purpose concept	Not enough green space. There does not seem to be year round potential for revenue.	Botanical gardens, landscaping along walking trails, areas for charity events, more garden space.
10 It has a variety of sports facilities and additional green space for the area. It would be a great way to revitalize the land and give needed sports facilities to the city.	The location of the lit soccer fields directly borders the residential area, while the green space and picnic area are on the south side close to commercial facilities. The lighting at night with games will affect the quality and enjoyment of residences in the area. It makes much more sense to put the green space (walking trails, picnic area) connecting to the north side of the park bordering the subdivision where there is existing oak ridges moraine and trails and put the lit sports fields on the south side closer to Teston.	
11	Don't want parking a dominating feature. Entrance of the park should not be blocked/dominated with commercial facilities/buildings. Residents should be able to walk up to the park (unlike the Park on Racco Parkway, where the park is set back so far that residents must use a vehicle to utilize the facilities.	Off-leash dog park (fenced, able to walk to the park with your dog, unlike the dog park on Dufferin/Racco Parkway, where you have to drive to it). Jogging Trail/Physical Fitness Route (a route that you stop and use the swing bars, etc., not just a track) Walking Trails (gardens that seniors can enjoy like High Park, Edwards Gardens, walking trail around the pond, seating areas)
12 Unfortunately I was not able to attend due to the weather.		We would like to see an off-leash dog park included. As of now, there is only one park off of Dufferin south of the 407. Also, how will the current wildlife be handled? My husband frequently walks our dog in the Conservation Area to the north of the future North Maple Park and has recently come across coyotes and a small family of deer that live in the proposed park area. I worry that the coyotes may decide to come closer to the subdivisions near Kirby. We already know of one incident of a small dog taken by a coyote last fall in Nevada Park.

ATTACHMENT 2

Comment Sheets - North Maple Regional Park
City of Vaughan

Appendix B

	Q1. What do you like about the proposed vision presented at the meeting?	Q2. Is there anything that you dislike about the proposed vision?	Q3. Is there anything that you would like to see added to the proposed park concept?
13	Great to have a new park.	Too many fields that can/will be used for part of the year too many soccer fields not enough features that can be used year round, and multi-use too many loud noise/lit features located close to residential area to the north	Need to have features that can be shared (multi-use) and used throughout the entire year need to promote active lifestyle that does not have to be organized by parents through a club or organization at a pre-scheduled time. Promote active lifestyle in all weather conditions, throughout the year, and participation by all ages, genders and the entire family (outdoor skating rink, pool and fitness, roller blade, skate boarding paths, parkour course, jogging trails, cross country skiing trail, snow shoeing trail, tobogganing hill, mixed use fields, outside shade features/shelters, community garden/orchard, pollinator garden, dog park, bike stands and shelters. Soccer and baseball are activities that are generally organized by groups have to pay to use and usually drive to a location - these fields should be located away from the residential areas to allow the features that will be more likely to be used daily, throughout the year by the near residents. Easier access playgrounds, paths, water park and shiny should be closer to the residential area to the north areas with lots of spectators and noise should be further south.
14	I was very impressed with the vision presented at the meeting of January 31, 2013 it was all encompassing. It established a good balance between sports facilities, activity areas and play zone, picnic area, and woodland gardens and naturalization for the different interest groups in our community.	No, at this time everything in the proposed vision was well thought out.	In the future I would also like to see where the buildings and parking areas will be situated.
15	I do like the size and scale of the project, but the demographics of Vaughan, both now and in the future need to be considered. More senior services may need to be included, as well as recreational activities associated with cultural diversity of Vaughan.	It would be nice to have the budget broken down to see exactly what is feasible over what timeline.	A leash free dog park would be ideal, given the size of the site, the proposed woodland area, and the fact that the only other off leash park in the city is tucked away in the southernmost corner, a significant distance away. This would be an ideal location for the Ward 1 off leash park, given the City's previous plan to have off leash parks in all wards.
16	Outdoor skating (currently lacking in Maple), splash pad, woodland gardens and naturalization area is important.	Parking is not shown on the plan and I imagine there will be a lot of it. The location is somewhat far from population centres but try to integrate transit, cycling, and walking connections to the community of Maple.	Pathway connections to the Maple Community Centre. Tennis courts should have a clubhouse and be a community tennis club. Maple does not have this.
17	The mix of a sports park along with picnic grounds, natural trails, etc.	Yes, original version was to have 4 baseball diamonds. I understand it is still conceptual, however, there is a need to have a minimum of 3 softball sized diamonds. The current plan identifies to have 2 full size regulation 'baseball' diamonds and as Past President of the minor groups that operate in Vaughan, that size diamond is not in demand; as that size diamond suits children at the age of 15 and higher, and the numbers show that it is the age group of 5-13 which is in demand. With the softball size diamond, it will be able to be used by a much greater range of age, from 5 right up to 60. If it is a matter of space, you can easily fit the 3 softball size within the footprint of 3 baseball size.	One of the diamonds to be a 'stadium' style, to house 1000 spectators. This will help bring more Provincial and National Championships to Vaughan. Also, there needs to be adequate parking for all users, and including spectators. Finally, there should be a large enough Field House, that would be fully functional with washrooms, snack bar, storage lockers for various groups, as well, create a series of office space which could be leased out to the user groups, along with meeting spaces to host clinics and meetings.
18	City kept more or less the same concept plan for community use.	Concept shows VSC less fields.	Underground parking/multi-level parking to utilize lands for extra fields.
19		Did not attend - however, timeline, delays are disappointing.	Bubble field, entrance to park unclear, change rooms? Washroom facilities?
20	The City kept roughly the same concept for the community.	VSC now has less fields compared to the original concept.	Would there be a bubble on one field, should be a lot of parking.
21	Great concept and informative	Concept shows VSC less fields.	

ATTACHMENT 2

Comment Sheets - North Maple Regional Park
City of Vaughan

Appendix B

Q1. What do you like about the proposed vision presented at the meeting?	Q2. Is there anything that you dislike about the proposed vision?	Q3. Is there anything that you would like to see added to the proposed park concept?
22 The addition of more fields for community based clubs	Concept shows less soccer fields than needed	Bathrooms for players/spectators and underground parking.
23 Drawings pertaining to fields.	The removal of 2 fields.	Potential indoor facilities.
24 I am in full support of the vision that was presented on January 31st and especially of the potential public-private partnerships that are being evaluated.	I would only request that you consider in your vision the inclusion of an outdoor swimming pool. We only have one said facilities for the entire city and a second one at this park would certainly add to the desirability of this facility.	
25 Greenspace for trails, botanical gardens	Private component - I am afraid that it will be too commercial and not green friendly.	Horticultural building and greenhouse to grow the City's flowers for plants, ski trails, solar panels for lighting.
26 Access to Greenspace, recreational parks, water/splash pad	Cricket fields unnecessary, lit soccer fields too close to our subdivision (Dreamwood) would cause too much noise.	[No, possibility more green space and less formal sports facilities/fields.
27 A large park that serves the Maple area is long over due.	Too many soccer fields. From a birds eye view it looks less like a leisure park for the community to enjoy and more like a sports park that is only attainable for children in families that can afford such luxurious. Where do low cost City activities such as we see in community centres fit in this plan? The park is large enough to provide wonderful programs that can take place right there.	Wow where does one start when there are so many wonderful parks all across Ontario that are working examples. With Maple/Vaughan having metamorphosed into a very multicultural community. Cultural diversity brings with it a greater varied interest level that should be met. Ok here goes. A) Fixed playing space for such things as volleyball, badminton, table tennis, basket ball, tennis, chess etc. They can be built so visitors to the park will need to bring their own equipment. If the Park gets staffed with fixed staff at that location then as part of what they do daily is to hook in place a net or two and unlock a gate to a court with the same being done in reverse at the end of each day. This will help reduce vandalism of what is there. I'm not suggesting many but at least one of each. B) Outside skate area, I hope this means summer and winter. C) Archery range. D) Leash Free Zone for dogs. To many people use the old landfill for that now, they need somewhere now to do that. E) In the section on the map marked as #11 Picnic Area. Build a hill, just a small one. When work on the park starts there will be plenty of earth moving to be done, the soil is there so use it. On top of the hill build a small play castle. What child doesn't love to play in a castle. The hill in winter can double a great safe place to take your children to do a bit to sledding and it may help to keep people out of the old land fill who now use the big hill next to the back gate off Teston Rd. (FYI I'm not sure why there are Park Rules signs posted to the gates to the old land fill when your supposed to stay out.) F) Don't mark the trail *Potential Trail Connection. Just connect it or incorporate a trail into the park that can be marked to show a start and finish with distance points. Again this is something that has year round use potential. Keeping it small or short makes it achievable for small children. It can be used in winter for snow shoeing and cross country skiing, again short is a good achievable learning ground for young children. G) Amphitheatre is a good idea if the park is developed into a user friendly large scale event location. This could open the doors to a better location for small and large community events to be held at that provide ample parking and keep noise away from residence. But this needs to be planned well even if not everything is installed right away the blue prints need to be there for easy installation of needed utilities etc. when the time comes. H) No gates on the park. Please don't turn this into another Boyd Park that shuts it's doors to people during the off season. As a child growing up in Toronto driving up to Boyd Park in the winter to strap on the cross country skies was one of the things I so looked forward to. Now that I live here it disappoints and frustrates me to no end that such a perfect spot stays locked away to us. The reality is that public transit will not be taking us to and from the park. We will need our cars and that means we need a place to park them during all four seasons.
28 I like the facilities proposed for the park.	There is only one real constraint with the development of this land as a park; the residents to the north of the park. The proposed layout shows 6 soccer fields/baseball diamonds on the north side of the park, closest to the existing residents. This is a cause of concern for me as this will invite a mass of people to congregate in the immediate vicinity of these homes. In addition, the numerous fields (and associated lighting) within the neighbourhood. Has the option of locating the fields to the east side (or south side) of the park been investigated? It would make more sense if a wooded area (and walking path) along with the proposed pond were located at the north end of the park, buffering the only affected residents from the noise and disruption sports fields (and a large park like this) can bring on!	

ATTACHMENT 2

Comment Sheets - North Maple Regional Park
City of Vaughan

Appendix B

Q4. What main goal(s) should the City consider when evaluating potential public/private partnerships for the development and/or operation of all or a portion of the site?		Q5. Additional Comments
1		I noticed that the size of the multi-purpose field is much bigger than a soccer field. This is not the case (football is only 40 yards longer and same width). Are these fields equipped with change rooms and bathrooms? I heard a lot about premier soccer fields, lit turfs, natural, and four of them, but I heard very little about the one rugby/football field. The City of Vaughan is already hosting championships and events on private fields. If we do not have a proper premier venue in 7 years, this would be very disappointing and probably a mistake. 200 acres with 6 fields and 2 ball diamonds but no football venue? There are currently zero proper football fields in Vaughan that needs to be addressed with urgency. The proposal still does not address this in 7 years.
2	Learn from existing PPP at Rutherford and Melville one dedicated use is not as favourable as mixed use.	If PPP proposal goes ahead would like to see facilities similar to Downsview airport (i.e., indoor soccer/beach/volleyball/tennis).
3	Do not allow box stores or any commercial use of land.	Good initial meeting, when is the next one?
4	revenue share	too much sports, more open space to play is needed.
5	Specific demand, i.e. more soccer fields are used by more people so there should be more fields than baseball per capita in the Region.	
6	To ensure user fields are kept in line with existing costs. Keep any user fees associated to rentals to a minimum.	Ensure that the Parks and Recreation Department continue to rent/lease field/activity rentals. Bubble stadium to run indoor programs.
7	Parking, road access, lowering taxes from residents that are effected.	No higher taxes, safety for existing residents, tax credit.
8		
9	Affordability for the residents and others using the facilities.	Why is the Region not funding some of it? I am concerned about how much the park will be privately owned.
10		
11		
12		This has been a long time coming and our family is looking forward to enjoying this future recreational area.

ATTACHMENT 2

Comment Sheets - North Maple Regional Park
City of Vaughan

Appendix B

	Q4. What main goal(s) should the City consider when evaluating potential public/private partnerships for the development and/or operation of all or a portion of the site?	Q5. Additional Comments
13	sustainable, green, environmentally friendly, active lifestyle, organizations	I would really like to see not only a winter skating trail, but some outdoor skating rinks for hockey and figure skating. Is 17 a storm water management pond or a regular pond where there could be skating? I do recall a fairly steep slope down to this pond (if it is the existing pond) which would make access difficult. There isn't anything better than ice tag and pick-up hockey for kids and adults. The figure skaters would also need an area nearby to practice without having to skate along a trail. Adults need a place close to the hockey/tag area where they too can skate and keep an eye on the kids so as not to freeze. There seems to be too many soccer fields. What about the others sports - tennis, outdoor volleyball, lacrosse? I would prefer fewer soccer fields. Instead of so many soccer fields perhaps pads and appropriate boards / fencing for those other sports too. I mentioned the new park to my kids and the first question they asked was will there be a water park and outdoor swimming pool. Where I grew up there was an outdoor community pool and we swam almost every day. The pool could be salt water and could be heated by solar power. Are the parking lots going to be made out of permeable paving? Rain barrels or a reservoir installed to collect water from roofs to be used for watering? What about green roofs? What about implementing some of the features used at Bill Crofters High School in Markham? It would be great for Vaughan to use green technologies - resources from Kortright archetype house and Earth Rangers. I heard the word sustainable so many times at the Draft Official Plan meeting that it looks like this would be a great opportunity for Vaughan to show leadership in this area in this new Regional Park.
14	The City main consideration in trying to develop a public/private partnership to develop this land at a quicker pace would be that the City would still be in control in any decisions concerning the usage of the area like the sports facilities. They would be responsible in having the final say in which groups would be allowed to use the facilities and the rate that they charge to permit users.	My additional comments would be that the City of Vaughan maintains a constant dialogue with its stakeholders updated in any new development proposals on the site. Lastly we should be attentive to the concerns of the homeowners in the area but within reason if concerns can be addressed from the beginning then we would have less opposition from them in the future. The neighbours near the park need to keep in mind that most of the users are going to be the youth in the Maple community and also from the immediate adjacent community to the park.
15	The City should primarily consider the value add too the citizens of Vaughan in financing facilities that would otherwise not be available through municipal tax revenues.	
16	I like the P3 option; development has to be in harmony with the park (sustainable neighbourhood design). They need to bring some creativity and innovation to the overall site design.	This project has my full support and would be well used by my family.
17	As long as the user groups have first right to book, before outside groups. Fees need to be inline with existing rates.	With my 20 years experience in the Baseball & Softball world, would like to be involved and help out in the design and planning of the parks.
18		Multi-use fields, is this field opened for soccer as well?
19		Stadium - to be used as an indoor soccer facility as well with change rooms, etc.
20		
21		Stadium - to be used as an indoor field, change rooms.

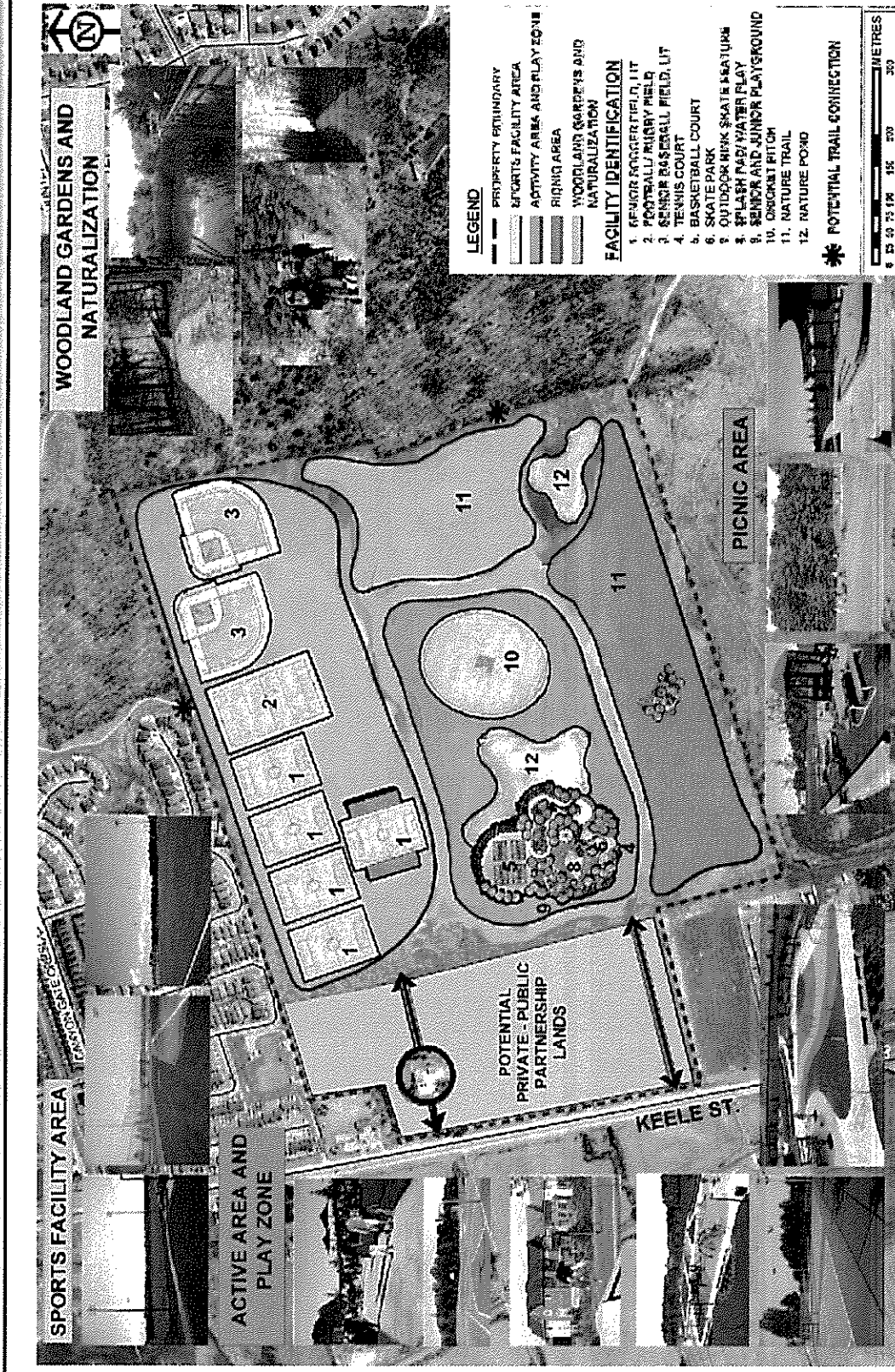
ATTACHMENT 2

Comment Sheets - North Maple Regional Park
City of Vaughan

Appendix B

	Q4: What main goal(s) should the City consider when evaluating potential public/private partnerships for the development and/or operation of all or a portion of the site?	Q5: Additional Comments
22	The goal of potential public-private partnerships should be to help the community as a whole. The City should ensure this when picking a partner.	Let's hope we can see this project through and maintain the fields and facility. We should take pride in them.
23	Keeping fees to a minimum.	Need to bubble stadium for indoor programs.
24		
25	Lease only, City to inspect facilities and upkeep.	
26	Accommodating the needs of residents closest to it (Dreamwood) in terms of traffic, noise and light from soccer fields.	Soccer fields should be moved closest to Teston Road to reduce noise/shouting and reduce lights on subdivision. Green space should be moved closest to subdivision to reduce traffic and noise.
27	No commercial or industrial anything unless you are thinking of solar or wind farm something that is environmentally friendly or with an educational value. No more soccer fields or baseball fields. It's a park not a developers dream, all of it should be used as a park. I understand the financial considerations and the need to look for a viable opportunity to help the City cover the percentage of cost that would come from taxpayers but not at the expense of turning the park into something it was not intended to be.	During the meeting there was evident concern expressed over the sound and light pollution that will be a burden on the residential homes bordering the park property. It was explained that the plans can not simply be flipped north/south due to existing terrain and drainage. If the sports field were moved south just enough to allow for one long double row angled parking lot with a circular drive that would extend the length of the sports field you could increase the size of the distance of the sports area form the homes. The parking lot would be needed and by having it allocated to the fields it can be shut down in the winter. This will save some maintenance cost as the lot will not need snow removal and help reduce the risk of vandalism. This makes it a win win situation.
28		

North Maple Regional Park Vision Plan





WOODBRIDGE SOCCER CLUB

Vaughan Grove Sports Park
7401 Martingrove Rd., South of Hwy.#7 (W.S. Club Office)
Mailing Address: 5289 Highway #7, Unit #7, Box 56571, Woodbridge, L4L 8V3
Tel: (905) 851-4496 • Fax: (905) 851-6761 • Toll Free #: 1-877-336-2155
email: wsrikers@bellnet.ca • website: wsstrikers.com



September 8, 2014

Mayor & Members of Council
c/o City Clerk
City of Vaughan
2141 Major Mackenzie Drive
Vaughan, ON
L6A 1T1

C	<u>20</u>
Item #	<u>1</u>
Report No.	<u>9 (FAA)</u>
Council	<u>September 9/14</u>

Dear Mayor and Councillors,

It has recently come to our attention that at Finance Committee on Wednesday, the Vaughan Soccer Club received a significant taxpayer funded artificial turf soccer field in the North Maple Area. Such soccer fields cost upward of \$1Million.

Our soccer club supports the idea of more artificial turf fields being built in Vaughan; however, we do not support not having the opportunity to make a case that the Woodbridge area is also in desperate need of those funds for our soccer needs. This motion seems like it was added to a staff recommendation at the last minute and with absolutely no public consultation. Had we known that upwards of \$1 million tax dollars were available, we too would have made presentation.

Our club struggles every year to make ends meet and provide the best possible soccer field experience to our members and take great exception that we were left out of this opportunity.

I think it is only fair for all the soccer clubs of the City of Vaughan to have had the chance to meet with staff and elected officials prior to this money being allocated. We should all have equal opportunities in this City. I hope the Members of Council will agree to allow us that chance before approving such significant funding.

Yours truly,

Mike Rietta
President

From: Furfaro, Cindy
Sent: Monday, September 08, 2014 4:28 PM
To: Council Items; Bellisario, Adelina
Cc: Racco, Sandra; Abrams, Jeffrey
Subject: FW: Cricket facilities at North Maple Park

C	25
Item #	1
Report No.	9 (FAA)
Council - September 9/14	

Please add as communication for the Council meeting tomorrow (Report #9, Item #1). Thank you.

Cindy Furfaro-Benning
Executive Assistant
Councillor Sandra Yeung Racco
Ward 4, Concord/Thornhill North
905-832-8585 ext. 8198
cindy.furfaro@vaughan.ca

To subscribe to Councillor Racco's e-newsletter, please click [here](#).
Follow Councillor Racco on [Twitter](#).
Visit [Racco's Community Forum](#) on Facebook.

From: Browne, Tony #29 [<mailto:29@YRP.CA>]
Sent: Monday, September 08, 2014 3:45 PM
To: Furfaro, Cindy; Racco, Sandra
Subject: RE: Cricket facilities at North Maple Park

To: Mayor and members of Vaughan City Council
City Clerk

From: Tony Browne

Re: Cricket facilities at North Maple Park

Date: September 8, 2014

My name is Tony Browne. I am presently and have been a Police Officer with York Regional Police for over 33 Years. I manage the York Regional Police Cricket Team and I am also associated with the Thornhill African Canadian Caribbean Association (TACCA) cricket team. I am a member of the Vaughan Peace Tree Committee and served on the #4 District Community Liaison Committee. Through cricket games and many community initiatives and activities, we build partnerships and enhance community relations which are attributed to York Region being one of the safest communities in which to work, live and play.

This correspondence is in regards to council reviewing the North Maple Park – Phase 1 of the North Maple Park where Phase I included 1 artificial turf soccer field and 1 cricket playing field. News of this new facility is most welcomed and we the residents of Vaughan look forward to playing there.

It is my understanding that at the request of Vaughan Soccer Club, council intends to re-allocate additional funds to provide a second artificial soccer turf instead of a cricket field as part of phase 1. Since there currently exists two artificial turf soccer fields in the Maple area of the City, it seems only fair that the need for a cricket field in Vaughan should not be ignored or tossed aside.

Our community members and youths are in desperate need of a cricket field. We are very disappointed in our Council for even considering going forward with this request from Vaughan Soccer Club. We respectfully ask

you to please take the right action and no longer deprive our youths and residents of the opportunity to enhance the quality of cricket, while stressing the values of athleticism, sportsmanship, teamwork, leadership, discipline and fun.

In May 2014, Vaughan had a population of 314,117 residents. Since being incorporated as a city in 1991 (pop. 111,359), it has grown by over 180%. As Canada's 17th largest municipality and 8th largest in Ontario, Vaughan is a city that welcomes all individuals from a variety of backgrounds. (*Source: Statistics Canada & York Region*). With a fast growing population and a diversity make-up of over 30% visible minorities, the City of Vaughan recognizes and acknowledges its diversity through its Mission Statement "Citizens first through service excellence". We preserve our Heritage and support Diversity, Arts and Culture.

Cricket is played throughout the Commonwealth and other countries and is recognized as one of the more prominent sports in Canada, especially in the GTA. Vaughan is no exception and this is quite evident by the full utilization of the cricket fields that existed at the Dufferin Reservoir and the smaller cricket pitch at the Patricia Kemp Community Centre.

Construction at the Dufferin Reservoir is now complete and although doubled in size, other soccer fields were duplicated while the cricket facilities were taken away. The demand for cricket facilities is rapidly expanding as teams including the Ahmadiyya Youth Team, the Thornhill African Canadian Caribbean Association (TACCA) and the York Regional Police Cricket Team, desperately seek a location in the Vaughan Community for its members to call home.

instead of allocating additional funds to a second artificial turf field, we ask that this money be allocated to other sports field at the North Maple Park, especially cricket, since one turf soccer field has already been approved and cricket resources do not exist.

Let us work together in recognizing the City of Vaughan's Vision Statement of "A City of Choice that promotes diversity, innovation and opportunity for all citizens, fostering a vibrant community life that **is inclusive**, progressive, environmentally responsible and sustainable" and its Mission statement "Citizens first through service excellence".

Respectfully,

Tony Browne

From: Racco, Sandra
Sent: Tuesday, September 09, 2014 10:31 AM
To: Council Items; Bellisario, Adelina
Cc: Abrams, Jeffrey
Subject: FW: Letter regarding Item 40 – Report No. 36 (Committee of the Whole); AND Item 1 – Report No. 9 (Finance Committee)

FYI – additional communication

Cindy Furfaro-Benning
Executive Assistant
Councillor Sandra Yeung Racco
Ward 4, Concord/Thornhill North
905-832-8585 ext. 8198
cindy.furfaro@vaughan.ca

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Report No.	36(cw) / 9 (FAA)
Council - September 9/14	

To subscribe to Councillor Racco's e-newsletter, please click [here](#).

Follow Councillor Racco on [Twitter](#).

Visit [Racco's Community Forum](#) on Facebook.

From: Elliott Silverstein [<mailto:esilverstein@rogers.com>]

Sent: Tuesday, September 09, 2014 10:25 AM

To: Bevilacqua, Maurizio; Rosati, Gino; Di Biase, Michael; Schulte, Deb; Iafrate, Marilyn; Carella, Tony; DeFrancesca, Rosanna; Racco, Sandra; Shefman, Alan

Subject: Letter regarding Item 40 – Report No. 36 (Committee of the Whole); AND Item 1 – Report No. 9 (Finance Committee)

Dear Mayor Bevilacqua and members of Council,

Re: **Item 40 – Report No. 36** of the Committee of the Whole; AND **Item 1 – Report No. 9** of the Finance, Administration and Audit Committee

In advance of the September 9 Council meeting, I'm writing to you regarding two items on the agenda – Item 40 from Committee of the Whole (Report 36) and Item 1 from Report 9 of the Finance, Administration and Audit Committee.

This letter is based on personal experiences and challenges I've seen related to gaining access to and seeing the expansion of sports facilities in the City. As a long-time resident in the Thornhill area, along with being a player and an executive member of Thornhill Slo Pitch, I have some comments about the direction being proposed in both reports.

For reference purposes, Thornhill Slo Pitch is a non-profit league that has operated for nearly four decades in both Vaughan and Markham. Each year, hundreds of local residents participate in the League at diamonds on both the Vaughan and Markham sides of Thornhill.

On many occasions, it has been mentioned to Council members and staff that seasonal access to adequate baseball diamonds in Vaughan has been deficient. Recognizing that youth rightfully have the priority to access,

the City has not upgraded its facilities to meet the current and growing demands of adult leagues that require “senior” fields with lighting and fencing. In fact, over the past few years we have seen diamonds lost (e.g. Thornhill Park), leaving leagues such as Thornhill Slo Pitch (one of several leagues in this situation) struggling to find the necessary space to operate annually, and getting just one diamond, one evening a week in Thornhill.

At both sport meetings and in budget discussions, it has been shared that in the Thornhill and Maple areas, there is demand for access to suitable fields, be it through new construction and/or retrofitting however we have yet to see much progress in this area.

I read with interest both the Finance, Administration and Audit Committee report regarding North Maple Park, and the plans for Agostino Park in the Committee of the Whole report. This letter focuses on both items as they are very much related.

Agostino Park

Through the report, it is clear that a new soccer field will be constructed on the park and adjacent lands. The remaining space could be a suitable location for a new junior or senior baseball diamond. Constructing a junior baseball facility would enable senior level diamonds that include lights and a fence to be reserved for adult leagues, while not impairing the number of fields needed for youth activities. While the City constructed the diamonds over the past decade at Concord-Thornhill Park, and remodeled Thornhill Park from two diamonds to one, some fields are exclusive use for hardball, leaving softball and slo-pitch leagues without access to fields in their local community.

As Council makes a final decision on these lands, it would be beneficial to instruct staff to explore other sports outside of soccer for construction purposes at this and other parks in the Concord-Thornhill-Maple area.

North Maple Park

It is my understanding that Council has been reviewing Phase 1 of North Maple Park, a phase that was to include one artificial turf soccer field. Then, at the request of an individual soccer club, funds were then reallocated to enable a second artificial turf soccer field as part of phase 1. There is already a depth of soccer fields, both existing and recently constructed, across Maple and Thornhill. It is also my understanding that there are presently two artificial turf soccer fields in the Maple and surrounding area, which begs the question – why more of the same?

In the spirit of equity, when it comes to access to sporting facilities, providing a disproportionate amount of funds to a narrow band of sporting options does not reflect the growing needs and desires of the greater community. We’ve seen a healthy investment in soccer fields across the city for many years. It’s reasonable to expect Council and City staff to prioritize other sports that have a strong, long-standing presence in the community, and invest both physical and monetary resources to ensure that there is a variety of options for residents, not just one.

As a life-long resident of the City, I am concerned with the artificial turf investment and hope that one or both of the plans before you today will be broadened to factor in the segment of the population that has no interest in soccer fields.

Sincerely,

Elliott Silverstein



Grant Thornton

An instinct for growth™

C	<u>1</u>
COMMUNICATION	
FAA -	<u>SEPT. 3/14</u>
ITEM -	<u>1</u>

North Maple Regional Park

Finance, Administration & Audit Committee

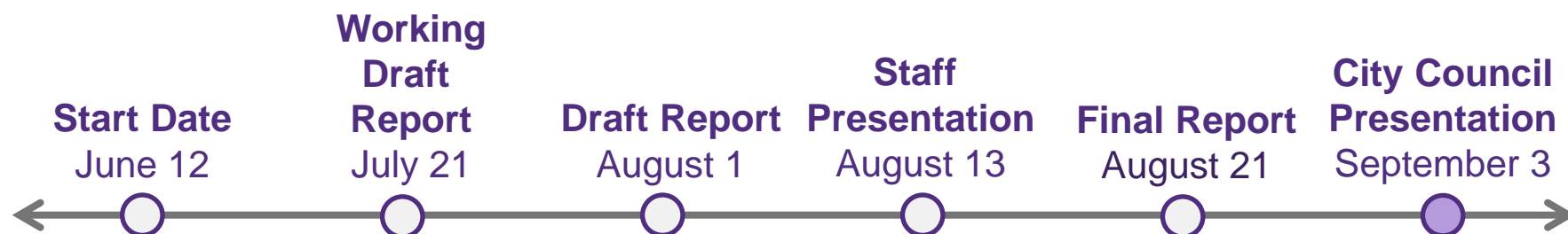
September 3, 2014

Introductions



1. **Context**
2. Funding
3. Delivery
4. Recommendations
5. Discussion

Timeline



Scope of Work & Objective of Session



Scope of Work:

- Review and assess funding sources.
- Review and assess delivery models.
- Report to City staff and Council.

Objective of Session

- Review funding sources and delivery models.
- Present final recommendations on funding and delivery to the City.

Park Purpose: The park can meet recreational needs, attract investment, strengthen Vaughan's identity, and make the city more competitive.



**Meet Recreational
Needs**



Attract Investment



**Strengthen
Vaughan's Identity**



**Make Vaughan
Competitive for
Talent**

Challenge: The capital available for North Maple Regional Park is severely restricted.

- The Active Together Master Plan (ATMP) identifies several priority parks across the City.
- DC legislation restricts the City's ability to fully fund the ATMP priorities in the contemplated timing.
- A park system in the Vaughan Metropolitan Centre may also be a competing priority.
- A large upfront conventional DC-funded capital expense on North Maple Regional Park would mean the deferral and reprioritization of parks city wide.

1. Context
2. **Funding**
3. Delivery
4. Recommendations
5. Discussion

Objective: Develop a strategy for developing and operating Vaughan's largest park, serving all of Vaughan.



\$25-36 million

Capital Costs

Source: City of Vaughan, HR&A

~\$0.6-\$1.2 million

Annual O&M Costs

Source: City of Vaughan, HR&A

Funding Options: A variety of funding options were assessed. Certain funding sources were more applicable for the park.



Value Capture



**Sponsorship
&
Philanthropy**



**Federal and
Provincial
Funding**



**Earned
Income**



PPP Lands

Earned Income: Significant earned income could come from field rentals.



\$113,000 - \$263,000

Gross Annual Revenue (Source: City of Vaughan)

Assumptions: 1 lit, turf soccer field with stadium seating, 1 lit, turf soccer field, 3 lit soccer fields, 2 baseball diamonds

PPP Lands: Proceeds from land sales could fund capital costs.

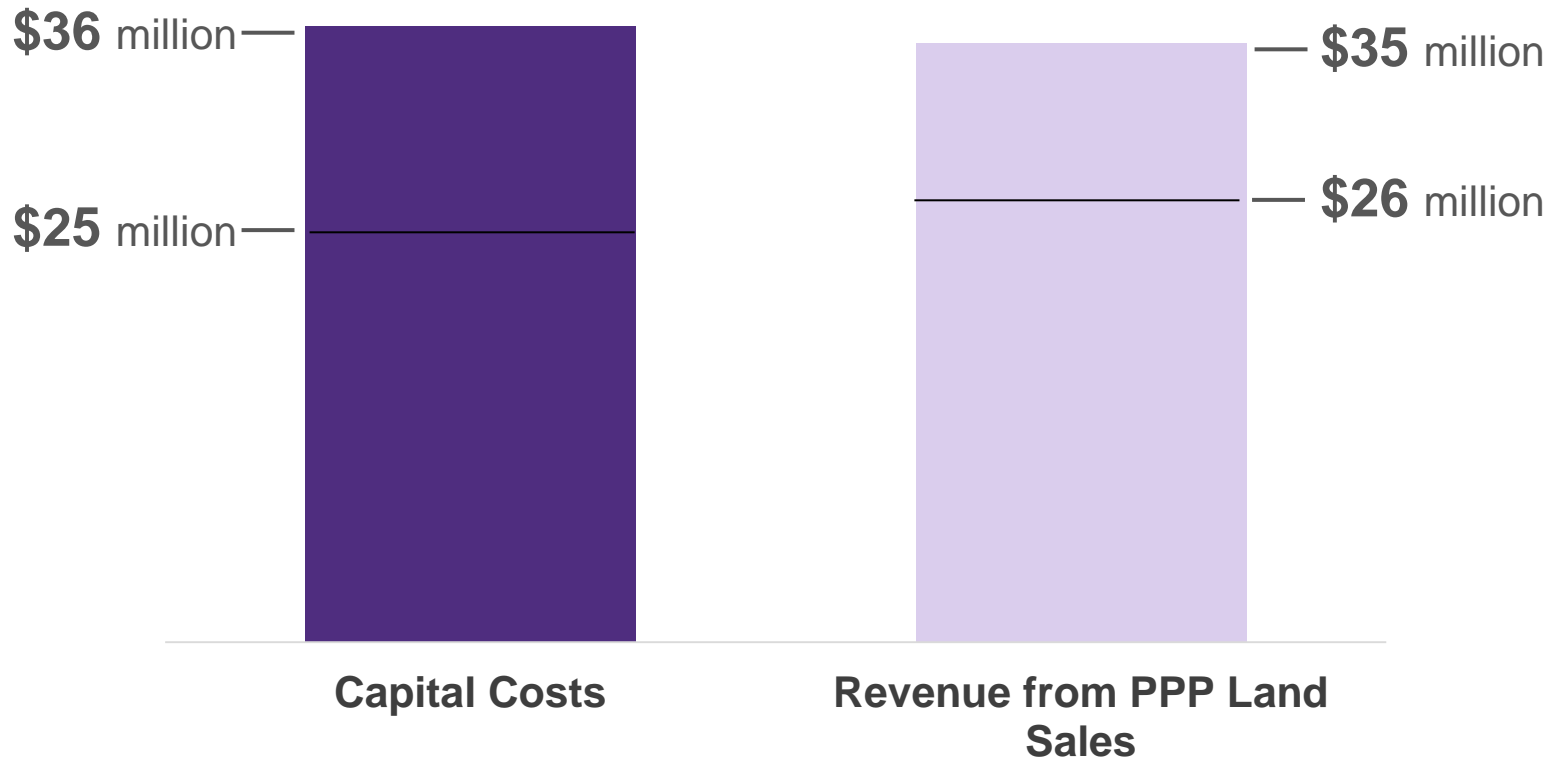


\$26-\$35 million

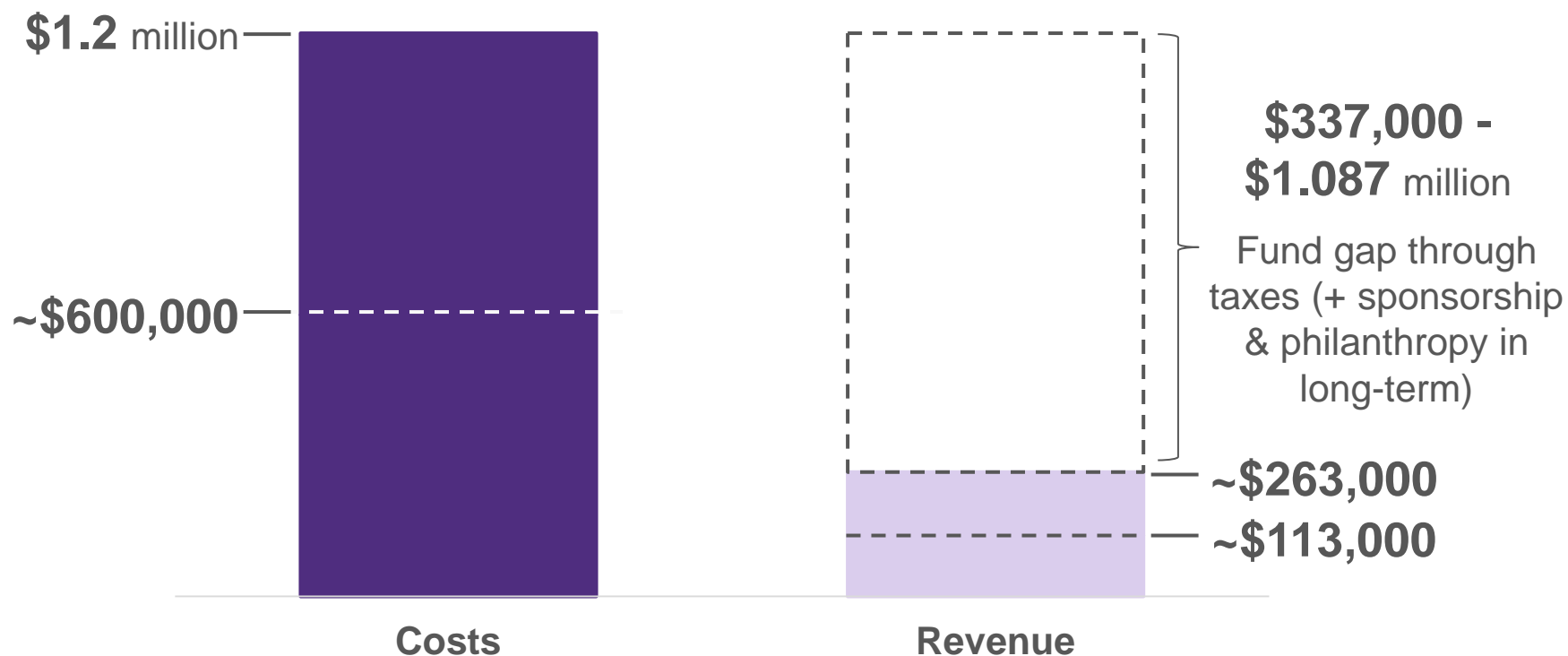
Estimated proceeds from land sale (roughly covers capital costs)

Assumptions: 7.7 developable hectares, 11.8 single family homes per hectare (with minimal impact on character of park), ~\$875,000 sale price per home, and \$125/SF vertical construction cost

Capital Costs and Revenues: Selling the PPP lands could cover nearly all capital costs. DCs could cover any remaining capital costs.



Operating Costs and Revenues: Fund operating gap through taxes.



1. Context
2. Funding
3. **Delivery**
4. Recommendations
5. Discussion

Delivery Models: There are several models for constructing and operating the park.



City



**Non-Profit
Partner**



**Recreation Facility
Partner**

Delivery Models: Each involves a different allocation of responsibilities between the partners.

Model	Development	Operation
Conventional	City	City
City Construction and Non-Profit Operation	City	Non-Profit
Recreation Facility Partnership	City and/or Partner	Partner
Alternative Finance and Procurement (AFP)	Partner	City and/or Partner

Recreation Facility Partnership: A recreation facility partnership, more commonly used for facilities, might offer value.



- Capital contributions from the public and/or private partners.
- Facility time and customers split between the partners.
- Allocation of financial upside and downside between the partners.
- Financial performance depends on facility demand and user fee levels.
- Might introduce other recreational uses and more ancillary revenue.
- Typically used on projects with larger, more reliable revenue streams.
- Legally and financially less complex than AFP delivery.

Alternative Finance and Procurement: An AFP, or public-private partnership, appears to be without precedent in the parks space.

- Ontario models:

Model	Design	Build	Finance	Maintain	Funding
DBFM	Partner	Partner	City and/or Partner	Partner	City (over time)
DBF	Partner	Partner	City and Partner	City	City (over build)

- No North American precedents, no established supplier market.
- Capital cost small, possibly impacting value for money.

Interim Park Development: Planned interim park development can occur within certain parameters.

- **CONVENTIONAL:** Proceed as usual. Adopt a phased approach based on funding availability.
- **NON-PROFIT:** A non-profit is likely to become involved only later in any event, and any agreement with a non-profit can be tailored to suit.
- **RECREATION:** Any agreement can be tailored to suit.
- **PPP LANDS:**
 - Do nothing to compromise all viable options for development.
 - Keep alternatives for access from Keele as open as possible.

1. Context
2. Funding
3. Delivery
- 4. Recommendations**
5. Discussion

Fund capital construction with PPP Land sale and consider partnering with a non-profit for long-term operations management and funding.

Phase	Responsibility	Funding Source
Capital Construction	City	DCs + Sale of PPP Lands
Short-Term Operations	City	Taxes + Earned Income
Long-Term Operations	City + Non-Profit	Taxes + Earned Income + Emerging Philanthropy through Non-Profit

1. Context
2. Funding
3. Delivery
4. Recommendations
5. **Discussion**

FINANCE, ADMINISTRATION AND AUDIT COMMITTEE - SEPTEMBER 3, 2014

NORTH MAPLE REGIONAL PARK FINANCIAL ADVISORY REVIEW WARD 1

Recommendations

The Commissioner of Planning and the Commissioner of Finance & City Treasurer, in consultation with the Senior Management Team, Director of Parks Development, Director of Development Finance & Investments and the Director of Legal Services recommend:

1. THAT the presentation by the Grant Thornton consultant team be received;
2. THAT the final written report provided by the Grant Thornton consultant team appended as Attachment 1 be received;
3. THAT staff be directed to review the options and considerations identified by the consultant and report back to a Finance, Administration and Audit Committee in 2015 with a go-forward long term strategy;
4. THAT as a part of a short term strategy staff be authorized to undertake design for Phase 1 park development as an interim measure to meet the needs and interests identified by community and stakeholder user groups; and
5. THAT funding up to \$300,000 for the completion of Phase 1 park development design be allocated within the approved Capital Project 5961-2-03 and that any additional development and capital work requests be submitted through the 2015 Capital Budget for consideration through the budget process.

Contribution to Sustainability

Undertaking a review of financial partnership opportunities and alternative funding models demonstrates a responsible, sustainable approach to ensure the development and on-going operation of the North Maple Regional Park (NMRP) for use by residents and community user groups. This report is 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.*

Economic Impact

Staff are not recommending to immediately adopt any of the consultant's recommendations and therefore there is no direct economic impact arising from this study. Rather, staff believe that consideration needs to be provided to the outputs of this study as well as further internal due diligence performed on the feasibility of pursuing some of the funding/delivery strategies recommended by the consulting team. Staff will review and provide more substantial recommendations at a future FA&A meeting in 2015.

In the interim, staff is recommending to conduct design work for a first phase of the park development and necessary funds can be accommodated within existing approved Capital Project 5961-2-03 Maple Valley Plan Design and therefore there is no immediate economic impact. The current balance remaining in 5961-2-03 is \$1,858,284 after actual expenditures and open commitments. The cost for Phase 1 design is estimated to be in the range of \$200,000 to \$300,000 for facility layout, associated engineering and geotechnical investigations, detailed design and construction document development, which would leave a balance of approx. \$1.5m available for the design of future phases of park development.

There will be a future financial impact from carrying out the additional capital works associated with this design; however these costs will be submitted through the 2015 capital budget process for deliberation by Council at that time. At this time preliminary estimates by staff indicate that approximately \$4 to \$5 million is required for interim park construction. Actual cost estimates will be confirmed through the detailed design and engineering process.

As part of the 2014 financial planning process, funding for Phase 1 park development was recognized for 2015 and supported by the DC Background Study, which is in-line with the suggested value. In addition, approved funding of \$725,000 exists within Maple Artificial Turf Capital Project 5987-0-04. Although subject to budget prioritization deliberation, adequate funding is available for Phase 1 park development.

Furthermore, the Vaughan Soccer Association (VSA) has indicated a desire to financially partner with the City on certain aspects of soccer facility development at NMRP in order to help facilitate construction as quickly as possible to meet the needs of their club members. The City will be considering this early expression of interest from VSA as it conducts additional due diligence to inform development of the area. Details on the proposed financial arrangements have yet to be determined and are planned to be addressed at the time of capital budget consideration and after additional due diligence work has been completed.

Communications Plan

Additional community consultation and discussion with user groups and stakeholders will take place as plans for park development are implemented.

Purpose

The purpose of this report is to provide Committee and Council with the results of the Financial Advisory Review for NMRP conducted by the Grant Thornton consultant team and to recommend a short term strategy to advance design for Phase 1 park development as an interim measure to meet the needs of community and stakeholder user groups. Proposed Phase 1 works will be designed in a manner that does not limit the City's future options and opportunities related to the potential Public-Private Partnership (PPP) lands identified along the Keele Street frontage.

Additionally, the purpose of this report is to receive Council direction to continue due diligence work and provide consideration to the consultant's recommendations with a view to providing Council with a long term internal financial/delivery strategy in 2015.

Background - Analysis and Options

On May 27, 2014 Council approved the retention of the Grant Thornton consultant team to undertake a Financial Advisory Review for NMRP. The review was intended to identify and evaluate opportunities for mitigating the significant costs associated with the development and operation of the park since conventional funding sources (Development Charges and Tax Levy) are allocated to multiple park projects across the City, limiting funding for NMRP in the short-term.

The scope of work for the financial review included:

- Overview of PPP service delivery models
- Commentary on the financial advantages/disadvantages of not pursuing PPP for the NMRP project.
- Recommendations on other potential funding sources related to PPP's
- Provision of relevant examples/benchmarks of other PPP arrangements
- Recommended service delivery models appropriate for the NMRP project

- Review of risk assessment, funding source implications, revenue generation opportunities, operating and maintenance considerations, for the various options being proposed

A copy of the consultant's final written report is appended as Attachment 1. The results of the consultant's review generally conclude there is limited potential for PPP opportunities to assist with a project of the size and scope of NMRP (total park area approx. 81ha). Through their experience and research, Grant Thornton identifies that traditional PPP projects, as executed by Infrastructure Ontario, have never been used for park development and operation projects in North America. Other potential delivery models, including construction by the City and operation by a non-profit organization, and construction/operation through a recreation facility partnership, may provide some opportunity, however may also be challenging to establish because of the relatively limited revenues associated with the programming of park facilities.

Due to the foregoing analysis, Grant Thornton identifies that the most significant financial opportunity for NMRP may exist with the potential sale of PPP lands along the Keele Street frontage (net area approx. 10ha). The report indicates that subject to a further detailed valuation exercise the sale of PPP lands could secure sufficient funding to significantly, if not fully, fund the cost of park development works. Annual operating, maintenance and lifecycle replacement costs would need to be funded through other, possibly more traditional, means such as property taxes. Although sale of the PPP lands may be a viable option, staff require more time to adequately review and assess all options provided by Grant Thornton and to develop an appropriate go-forward long term strategy for the ultimate completion of this project.

Concurrent with the Financial Advisory Review by Grant Thornton, and at the request of the Vaughan Soccer Association (VSA), Parks Development staff reviewed the potential for a short term strategy focused on a Phase 1 park development project as an interim measure. The VSA advises they are experiencing growing club participation which is expected to continue. Continuing growth in soccer participation within Vaughan is placing significant strain on the City's supply of field time. In addition to growing participation in general soccer programs, many of Vaughan's soccer clubs were successful in joining the Long Term Player Development league (LTPD) which places pressure on the clubs to have fields and facilities that meet league-specific criteria such as field size and quality, longer playing seasons, supporting facilities such as washrooms and change rooms, and spectator seating. The VSA has indicated a desire to financially partner with the City on certain aspects of the development of soccer facilities at North Maple Regional Park, but the scope and extent of these financial arrangements are undetermined and at the early stages of development.

Based on the results of the consultant's review and in consideration of the request from the VSA to advance Phase 1 park development as quickly as possible, staff recommend that existing capital funding be used to advance design works in 2014 with development to follow in 2015 pending Council approval of further capital budget monies for construction through the 2015 capital budget process. The scope of Phase 1 would include sufficient works required to provide interim driveway access, parking and development of one artificial turf field. In addition, improvements are also proposed for pedestrian access points, trails and signage so that the entire NMRP lands can be opened for public use and enjoyment.

Advancement of Phase 1 design development works will be planned in a manner that does not limit or restrict potential future partnership or other financial opportunities, in keeping with the findings of the consultant's report. Phase 1 design and development works will take into account previous plans and consultations and work underway as part of the New Communities Secondary Plan for Block 27 which may have implications for access points and infrastructure onto Keele Street.

Relationship to Vaughan Vision 2020 / Strategic Plan

This report is consistent with the priorities previously set by Council in the Vaughan Vision 2020 Plan and the necessary resources have been allocated and approved. Conducting a review of alternative funding and service delivery models for the development and operation of North Maple Regional Park supports the City's commitment to enhancing natural and built environments through efficient use of resources, managing corporate assets through continuous assessment of infrastructure requirements, pursues excellence in service delivery and supports the goal of enhancing community health, safety and wellness through design and program opportunities. Taking steps to achieving the North Maple Regional Park plan demonstrates Council's commitment to providing service excellence to citizens.

Regional Implications

Not applicable.

Conclusion

The results of the consultant's report generally conclude that opportunities for alternative service delivery models including PPP's are limited for the NMRP project. Staff will review and assess the options and ideas identified by Grant Thornton in further detail and report back to Committee and Council with recommendations on a go-forward long term strategy for the ultimate completion of the park. In the interim, it is proposed that a short term strategy be pursued through the design of a Phase 1 park development project, which would be initiated in 2014 to meet the needs and interests identified by the community and stakeholder groups such as the Vaughan Soccer Association. Implementation of Phase 1 park development works would include construction of a limited amount of park elements including interim driveway access, parking and one artificial turf field. Improvements to pedestrian access, trails and signage is also proposed to open the entire park property for use and enjoyment by the public. Funding for Phase 1 park design can be accommodated within existing approved Capital Projects and funding for Phase 1 construction will be included in the 2015 Capital Budget submission.

Attachments

1. Final Report August 21, 2014 by Grant Thornton

Report prepared by:

Jamie Bronsema, Director of Parks Development, Ext. 8858
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Respectfully submitted,

JOHN MACKENZIE
Commissioner of Planning

JOHN HENRY
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City of Vaughan

North Maple Regional Park

Final Report
August 21, 2014



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Executive Summary

The North Maple Regional Park site is located to the east side of Keele Street between Teston Road to the south and Kirby Road to the north. The site is approximately 81 hectares (200 acres) in size. The targeted programming for the park includes a sports facility area generally on the northern end of the park, an active area and play zone generally south of the sports facility area, and woodland gardens and naturalized areas to the south of that in turn. The parcel on the west side of the park, fronting Keele, is associated with a potential public-private partnership, and is designated herein as the PPP Lands.

Due to the physical size of the park and the range of possible uses, costs associated with developing and operating the park are significant. For that reason, the City of Vaughan (the City) initiated an Expression of Interest process to solicit and evaluate opportunities for a public-private partnership for the development and operation of the park, with the objective of balancing the public and private interests while achieving the City's overall vision. However, the Expression of Interest process was cancelled pending a further review of options. It is in this context that the City engaged Grant Thornton as financial advisor to consider the financial implications of the various delivery models and financial arrangements associated with a public-private partnership or other delivery models. Grant Thornton, together with sub-consultants HR&A, Goodmans and Parkridge, developed this report.

The key findings of this report are as follows:

- **Plausibility of anticipated funding requirement.** The City's anticipated funding requirement for North Maple Regional Park, for both capital cost and operation and maintenance (O&M) cost, is broadly consistent with established precedents.
- **Sale of the PPP Lands as the recommended strategy for capital funding.** Subject to a more thorough due diligence and valuation exercise and ultimately to an actual sale, it appears that the sale of the PPP Lands to a developer for single-family residential development could generate funds sufficient to pay for much of North Maple Regional Park development.
- **Value capture for North Maple Regional Park likely inapplicable.** Value capture, that is, special levies and other mechanisms designed to capture a share of enhanced value generated by park development, has been applied in the United States and can contribute to park funding. In the case of North Maple Regional Park, however, the ability to do so is largely inapplicable. Apart from any new residential development on the PPP Lands, all residential development planned for the immediate vicinity of the park is long-term and speculative. Further, the City would need to design and approve new public policies to generate proceeds from value capture.

- **Apart from earned income from field rentals, other typical funding sources not likely to be a major source of funds.** Sponsorship and philanthropy require broad constituency and high visibility, which is not currently in place for North Maple Regional Park, limiting their potential to be significant funding sources.
- **Senior government funding unlikely.** New funding from senior government sources for development of North Maple Regional Park does not appear likely, based on sources examined in the development of this report.
- **Three potential delivery models.** Three delivery models investigated in this report are conventional delivery (development and operation directly by the City), construction by the City and operation by a non-profit organization, and development and operation through a recreation facility partnership (often called a public-private partnership in the recreation space but differing in important ways from public-private partnerships as executed by Infrastructure Ontario).
- **Public-private partnerships as practiced by Infrastructure Ontario apparently without precedent in the parks space.** Public-private partnerships as executed by Infrastructure Ontario (which uses the term Alternative Finance and Procurement for this delivery model), while in principle possible for North Maple Regional Park, apparently have never been used for park development and operation in North America, nor does there appear to be an existing supplier market. Moreover, while it is only a crude rule of thumb, often enough violated, public-private partnerships of this form tend to be applied on projects with a capital cost of at least \$50 million, or in other words, on projects larger than North Maple Regional Park.
- **Sale of the PPP Lands likely to provide the most funds.** While the three delivery models investigated in this report – conventional delivery, construction by the City and operation by a non-profit organization, and development and operation through a recreation facility partnership – could all in principle be applied, and while operation by a non-profit and a recreation facility partnership might both secure some efficiencies relative to conventional delivery, sale of the PPP Lands is likely to generate the most funds. That said, any of the three delivery models could be coupled with sale of the PPP Lands, as the funding source and the delivery model do not need to be linked.

Introduction

Project Overview

The North Maple Regional Park site is located in the east side of Keele Street between Teston Road to the south and Kirby Road to the north. The site is approximately 81 hectares (200 acres) in size. An aerial photograph of the site is presented below and a park concept plan has been provided in Appendix 2.

Exhibit: Aerial Photo



The targeted programming for the park includes a sports facility area generally on the northern end of the park, an active area and play zone generally south of the sports facility area, and woodland gardens and naturalized areas to the south of that in turn. The parcel on the west side of the park, fronting Keele, is associated with a potential public-private partnership, and is designated herein as the PPP Lands. Proper due diligence on zoning, easements, Agreements of Purchase and Sale on parcels of land assembled for park development, restrictions relating to the Oak Ridges Moraine, and similar items, will need to be conducted as park development and consideration of delivery options progresses.

Due to the physical size of the park and the range of possible uses, costs associated with developing and operating the park are significant. For that reason, the City initiated an Expression of Interest process to solicit and evaluate opportunities for a public-private

partnership for the development and operation of the park, with the objective of balancing the public and private interests while achieving the City's overall vision. However, the Expression of Interest process was cancelled pending further review of options. It is in this context that the City has retained a financial advisor to consider the financial implications of the various delivery models and financial arrangements associated with a public-private partnership or other delivery models.

Scope of Work

On April 11, 2014, the City issued an RFP to solicit a financial advisor for North Regional Park, and on May 27, 2014, Council approved award of a contract to Grant Thornton, and its sub-consultants HR&A, Goodmans, and Parkridge. The scope of work pursuant to the RFP and the ensuing contract included a written report that:

- Provides the City with an overview of various service delivery models for a public-private partnership (PPP) and their related advantages and disadvantages, and advises of any other relevant or suitable financial arrangements that may be applicable outside the traditional PPP models.
- Provides a commentary on the financial advantages and disadvantages of not pursuing a PPP.
- Provides recommendations on other potential funding sources related to PPP's, such as senior government grants.
- Provides relevant examples and benchmarks of other PPP arrangements.
- Identifies recommended service delivery models for the park and provides the following on those alternatives:
 - Overall risk assessment to the municipality.
 - Revenue generation and monetization opportunities.
 - Capital and operational funding implications.
 - Overall estimated financial impact of the service delivery model.
 - Additions or removals from the park that may affect the attractiveness of a PPP arrangement.
 - Overall complexity of the financial and legal arrangements to bring the model to fruition.
 - Effect of recommended service models on types of project proposals expected to be received.
 - A preliminary framework and criteria for assessing private partner proposals relative to each other.
 - Methods for measuring the success of such a model from a public sector perspective, a private sector perspective, and overall.
- Provides discussion on the opportunity to use the "Municipal Facility" provisions under Section 110 of the *Municipal Act, 2001* including as may be applicable and

appropriate, the powers of the City to give, lend, sell or lease property for less than fair market value, guarantee borrowing, provide services of its employees and exempt lands from taxation and development charges.

The scope of work also included oral reporting through which City staff would be supported in the presentation to, and education of, Council.

This report addresses these various scope items in turn, starting with an overview of park design considerations to help establish context. The last item, on Section 110 of the *Municipal Act*, appears in Appendix 3.

Methodology

Our work entailed a research phase, an analysis phase, and a reporting phase. While our work generally followed this sequence, in practice there was significant overlap between successive phases.

Our **research phase** entailed the following:

- Interviews with City staff at a kick-off meeting with representation from Parks Development, Parks Services, and Development Finance.
- Interviews with City staff at a series of meetings over the course of a day, with representation from Recreation and Culture, Development Finance, Parks Development, Development Planning, Engineering Services, Economic Development, and Parks Services.
- Review of documents provided by some of the foregoing parties.
- Follow-up email exchanges and telephone calls with a subset of the foregoing.
- A tour of the site of the future North Maple Regional Park provided by City staff.
- Phone interviews and email exchanges with potential funding agencies such as Infrastructure Canada, PPP Canada, the Federation of Canadian Municipalities, the Ontario Ministry of Finance, and Infrastructure Ontario.
- Desk research and review of precedent information covering the various aspects of our report.
- Legal research, with sources shown in detail in Appendix 3 to this report.

Our **analysis phase** entailed assessing the foregoing information in light of the scope of work for the assignment based on the respective professional experience of the firms forming part of our team in public-private partnerships, parks and urban development, and law, and developing findings on that basis.

Our **reporting phase** entailed the following:

- The development of this report in working draft, final working draft, and final forms. The final working draft evolved from the working draft based on additional research and analysis by us, and based on high-level comments from City staff. The final document evolved from the final working draft based on detailed comments from City staff.
- In-person presentations supported by slide decks, to City staff and to Council. The slide deck used at the City staff presentation is included in this report as Appendix 2.

We now turn to the substance of our report.

Park Design Considerations

In recent decades, Vaughan has experienced rapid population growth and is now home to 315,000 people. It is slated for additional growth with the advent of the Spadina subway line extension that will bring new residents, workers, and companies to Vaughan Metropolitan Centre and its vicinity. With growth comes demand for parkland.

Within Vaughan, Maple is a residential neighbourhood with vacant land available and planned for development. Development in recent years has brought not only new housing, but also new industrial and retail development. New development in Maple could occur in a conventional low-density format, but in order to differentiate itself from the rest of the GTA, it can also develop in a more compact fashion around a new GO Transit station and potentially framed by new parkland.

North Maple Regional Park provides a unique opportunity to meet city-wide parkland needs, and to provide an open space that can distinguish the City as a competitive place to live with a high quality of life. Satisfying city-wide demand for parkland and delivering a high quality of life through parkland can be achieved in three ways:

- **Parks can provide respite** offering visitors a physical environment that differs from the built-up environment in the surrounding area. Though a respite park is less programmed and more natural than a recreation and program park, it could provide trails, picnic areas, and other basic amenities. North Maple Regional Park can be shaped into a park that provides an expansive landscape for exploration and passive recreation.
- **Parks can provide facilities for active recreation and stimulation** serving a range of community needs and creating a place to gather and enjoy sports, food, and culture. The park program can vary based on the size, mission, and constituency of the park, but could include sports fields, playgrounds, outdoor event spaces such as amphitheatres, or buildings for events and concessions. In addition to facilities, these parks often offer events, classes, or other activities catering to residents' cultural interests and pursuits.
- **Parks can be an integrated amenity linking into the surrounding neighbourhood** through smaller scale open spaces and trails into adjacent developments. These parks can catalyze new development, distinguish the area from other developments in the region without integrated parks, and help areas maintain value over time.

The following parks typify these opportunities (with illustrations on the following pages):

- **Stapleton in Denver, Colorado features a 200-hectare park network integrated into a new development that has catalysed investment and enhanced the City's ability to compete for households that may otherwise live elsewhere in the region.** After the City of Denver closed Stapleton Airport in 1995, a 770-hectare parcel was available for redevelopment. Stapleton's developers employed parks as an integrated amenity into a master planned project that included retail, office, and industrial space, and residential units for 15,000 people. Today, the Stapleton park network consists of nearly 50 parks and is one of the development's signature characteristics, distinguishing Stapleton from the surrounding suburbs. While the park network serves as an integrated amenity, individual parks within the Stapleton park network fulfil the functions of active recreation and respite. The 32-hectare Central Park is a recreation and program oriented park, which features playgrounds, soccer fields and a picnic area, while the Sand Creek Greenway provides a 14-mile uninterrupted stretch of green space that links several neighbourhood parks.
- **Shelby Farms Park in Memphis, Tennessee is a 1,820-hectare park that deployed expansive programming in advance of a large scale master plan.** While the park consists predominantly of forest and meadow areas, events such as the Greenline Half Marathon and seasonal festivals draw visitors to the park and encourage sponsorship and philanthropy. Through these events, the park has raised its profile, excited investors, and generated revenue for select capital projects identified in a master plan, like the recently built Woodland Discovery Playground, an innovative "play landscape." Shelby Farms also serves as a connector among the surrounding neighbourhoods, ensuring a constituency that sees respite, recreational, and amenity value in the park. Shelby Farms Greenline, a 6-mile urban trail, brings bikers and runners from Midtown Memphis to Shelby Farms Park.
- **Downsview Park in Toronto, Ontario is a 230-hectare redevelopment of a former airbase in Toronto.** The site, which is currently under development, includes 188 hectare of parkland sustained by commercial uses and residential development. The site is owned by the Canadian Lands Company Limited, while Parc Downsview Park Incorporated (PDP) is responsible for managing the development of the site. PDP is currently implementing a five year plan, which includes the development of five neighbourhoods on the park periphery, new commercial space, and the ongoing construction of parkland. The new neighbourhoods will feature new medium- and high-density housing options, with some served by new GO Transit service. As part of the plan, PDP has negotiated long term leases with sports organizations to construct and operate a four-rink hockey arena and a soccer training facility. These organizations will invest over \$80 million in capital construction and will operate the facilities after construction.

North Maple Regional Park is an ambitious project, creating the City's largest park with plans for an expansive program and a mission to serve residents citywide. It can

also be a boon for Vaughan overall, distinguishing it from the rest of the GTA. Funding its construction and operations will require building constituency and exciting sources of capital. As such, both the park's "hardware" and "software" should be planned in a way that provides respite, active recreation, and connective tissue to surrounding neighbourhoods. In combination with a plan that encompasses these strategies, this report provides a framework for both funding and delivery of the park.

Stapleton, Denver, Colorado



A pocket park in a residential area in Stapleton.



Sand Creek Greenway, a 14-mile trail system through Stapleton.



Central Park, Stapleton's signature 32-hectare park.

Shelby Farms Park, Memphis, Tennessee



Open field, Shelby Farms.



Shelby Farms Greenline, a 6-mile urban trail connecting Midtown Memphis to Shelby Farms Park.



The Outback, a 40-hectare off leash area for dogs in Shelby Farms. Also used by cyclists, hikers, horses and runners.

Downsview Park, Toronto



The Downsview event centre is home to large-scale events including concerts and festivals.



Map depicting neighbourhood development on the Downsview Park site.



The Hangar sports area offers a variety of outdoor and indoor sports fields for soccer, lacrosse, field hockey and other sports.

Illustrations for other parks and park amenities referenced in this report appear in Appendix 1.

Funding Requirement

In this section, we assess the plausibility of the capital as well as operating and maintenance (O&M) costs of North Maple Regional Park assumed by the City.

Capital Costs

The City's Parks Department estimates the total development cost for North Maple Regional Park at approximately \$35.5 million, assuming that the entire site would be allocated to the park. This reflects the cost to build a "City-wide or regional park" at \$293,000 per hectare (the unit cost used in a cost estimate for the park provided by the City), plus the cost of special facilities and equipment at \$7.3 million, and soft costs such as contingency and administration. Assuming a park size of 81.2 hectares, and excluding the PPP Lands at 14.7 hectares for a net developable park area of 66.5 hectares, the development cost estimate would decrease by approximately \$5.2 million to \$30.3 million.

The plan for the 66.5 hectares of parkland includes three primary zones: a sports facility area (29% or 19.6 hectares), an active area and play zone (21% or 14.1 hectares), and a woodland garden and picnic area (49% or 32.8 hectares).

- The 19.6-hectare sports area is proposed to include 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 baseball diamonds, and one multi-use sports field. It will also feature two field houses with washrooms, changing rooms, storage and concessions.
- The 14.1-hectare active area is proposed to include a tennis court area, a basketball court area, a skate park, an outdoor skating rink, a water play area, senior and junior playgrounds, a cricket pitch, an amphitheatre and lawn area, a wedding garden, and a field house with washrooms and a picnic shelter.
- The 32.8-hectare woodland and picnic area is proposed to include trails, picnic areas with shade shelters, a "Celebration Forest," an arboretum and an off-leash dog area.

We have identified two precedent parks for each zone of North Maple Regional Park. The precedents are recently built or currently being built.

Sports Facility Area Precedents

MoneyGram Soccer Park at Elm Fork in Dallas Texas, built in 2014: Elm Fork is a soccer complex in Dallas, Texas, which is sponsored by MoneyGram. The 56-hectare site includes 14 full size soccer fields, including a championship field with seating, and five junior size soccer

fields. In addition to the field facilities, the complex includes a central concession facility with restrooms, an office, and storage, as well as three satellite pavilions, playgrounds, and trails.

Braeburn Glen Park and Lee LeClear Tennis Center in Houston Texas, currently under extensive renovation: Braeburn Glen and Lee LeClear Tennis Center is a 5-hectare park with 27 tennis courts. The renovated site will include a new clubhouse, tennis courts, a centre court with seating and a shade structure, as well as landscaping, shade structures, and walkways throughout the site.

The average capital cost for these parks is \$910,000 per hectare, which if applied to the 19.6 hectares of sports area at North Maple Regional Park represents a capital cost of \$17.8 million.

Active Area Precedents

Marshbank Park in West Bloomfield, Michigan, extensively renovated in 2010: Marshbank Park, a 44-hectare park in the Detroit suburbs, underwent significant renovation in 2010 to add new facilities and make the park universally accessible. Renovation included the construction of a lodge with restrooms and meeting space, a central maintenance facility, two new playground areas, picnic pavilions, and a new park field area with baseball and soccer fields.

E. Carroll Joyner Park in Wake Forest, North Carolina, built in 2009: E. Carroll Joyner Park, a 47-hectare park in suburban Wake Forest, has a diverse set of active areas, including a 1,000 seat amphitheatre, gardens, picnic areas, and walking trails.

The average capital cost for these parks is \$125,000 per hectare which if applied to the 14.1 hectares of active area at North Maple Regional Park represents a capital cost of \$1.8 million.

These precedents exclude signature features such as a skate park or playground equipment. Capital costs for these signature features can be estimated using the following precedents.

Playground: Union Square Playground in New York City. Preliminary capital budgets show playground capital costs of approximately \$3.8 million.

Skate Park: Ann Arbor Skate Park in Ann Arbor, Michigan, built in 2014. Capital construction cost for the 0.4-hectare Ann Arbor Skate Park was approximately \$1.3 million.

Woodland Gardens & Picnic Area Precedents

Red Mountain Park in Birmingham, Alabama built in 2012: Red Mountain Park in Birmingham is a 486-hectare park on a former mining site in southern Birmingham. The park is predominantly undeveloped; however, there are several miles of walking, hiking, and biking trails throughout the site, as well as several treehouses and scenic outlooks that serve as destinations for hikers.

Shelby Farms Park in Memphis, Tennessee, renovation in planning: Shelby Farms is an existing 1,820-hectare park that is planning significant renovations. While the plan for the park includes some programmed and active areas, over 1,720 hectares of the park will remain forest

and meadow. These woodland areas will include trails for walking, hiking, biking, and horseback riding.

The average capital cost for these parks is \$70,000 per hectare, which if applied to the 32.8 hectares of woodland and picnic area at North Maple Regional Park represents a capital cost of \$2.3 million.

Summary

The precedent analysis suggests that the capital cost for North Maple Regional Park may be between \$25 million and \$30 million, or between \$380,000 and \$450,000 per developable hectare. (This per hectare cost is inclusive of (most) facilities and equipment unlike the per hectare cost of \$293,000 cited above.) This analysis provides a benchmark for capital costs and does not account for the features unique to North Maple Regional Park (such as the ice skating rink), or the price for labour and materials in the GTA. It also does not account for servicing.

Below we make a tabular presentation of the above numbers.

Figure 1: Capital Cost Precedent Analysis

North Maple Regional Park "Zone"	Planned Hectares	Low Unit Cost*	High Unit Cost*	Estimated Cost
Sports Facility	19.6	\$900,000	\$1,000,000	\$17.6 – 19.6 million
Active Area & Play Zone	14.1	\$100,000	\$150,000	\$1.4 – 2.1 million
Woodland Gardens & Naturalization	32.8	\$50,000	\$100,000	\$1.6 – 3.3 million
Playground Equipment		\$3,500,000	\$4,000,000	\$3.5 – 4.0 million
Skate Park		\$1,200,000	\$1,300,000	<u>\$1.2 – 1.3 million</u>
Total	66.5			\$25.3 – 30.3 million

*Average cost per hectare observed at precedent parks. Playground equipment and skate park are expressed in as lump sum amounts.

Source: HR&A, July 2014

Figure 2: Capital Cost Precedents

Park	Location	Size (Hectares)	Capital Cost	Completion	Type
Elm Fork Athletic Complex	Dallas, TX	55.9	\$33,200,000	2014	New
Braeburn Glen Park/Lee LeClear Tennis Center	Houston, TX	5.2	\$6,400,000	Ongoing	Reno
Marshbank Park	West Bloomfield, MI	43.7	\$6,100,000	2010	Reno
E. Carroll Joyner Park	Wake Forest, NC	47.4	\$5,300,000	2009	New
Red Mountain Park	Birmingham, AL	485.8	\$53,500,000	2012	New
Shelby Farms Park	Memphis, TN	1,821.9	\$55,100,000	Projected	Reno, Expansion
Ann Arbor Skate Park	Ann Arbor, MI	0.4	\$1,300,000	2014	New
Union Square Park Evelyn's Playground	New York, NY	N/A	\$3,800,000	2009	New

Source: HR&A, July 2014

O&M Costs

Beyond capital expenses, North Maple Regional Park will have recurring O&M costs. This report provides two estimates of these costs.

The first estimate is based on the City's ground-up approximation for labour, materials and equipment needed to operate and maintain the park. This estimate does not include utilities, administrative costs, capital reserve contributions (which are typically 3% to 5% of total O&M expense), and some specialty equipment such as a Zamboni for ice rink maintenance. The City estimates an annual O&M cost of approximately \$600,000, an average of \$9,000 per hectare, as well as an upfront cost of \$130,000 for maintenance equipment.

The second method examines comparable city park operating costs per hectare. Figure 3 below presents the park operating cost per hectare for other North American cities. These show a per hectare operating cost between \$14,000 and \$25,000. At an average of \$17,500 per hectare, the 66.5 hectares of programmed areas at North Maple Regional Park would entail \$1.2 million in annual O&M costs.

Figure 3: Operating and Maintenance Cost Precedents

Park	Hectares	Operating Expense	O&M/Hectare
Raleigh, North Carolina	3,986	\$59,457,339	\$14,917
Minneapolis, Minnesota	2,730	\$67,141,813	\$24,591
Ann Arbor, Michigan	828	\$13,374,366	\$16,146
Cleveland Metroparks	9,312	\$133,351,657	\$14,321

Source: HR&A, July 2014

Taking both methods into account suggests O&M costs ranging between \$600,000 and \$1.2 million annually.

Assuming the upper end of this range, and netting off earned income (discussed later in this report), these new O&M costs would equate to an approximate increase in property tax levies of 1%.

General Funding Sources

There are a range of funding sources that can help pay for the construction and operations of North Maple Regional Park. For each source, the analysis below provides a definition of the source, discussion of precedents, and a conceptual estimate of value as applicable:

- **Traditional park funding sources**, specifically development charges and property taxes.
- **Earned income**, that is, money generated by park operations such as field rentals. The analysis below provides an estimate for annual earned income at North Maple Regional Park based on discussions with the City and charges identified by the City's Recreation and Culture Department.
- **Sponsorship revenues** resulting from advertising, naming rights or other forms of revenue-generating displays. The analysis below discusses the value of advertising and naming rights at other parks.
- **Philanthropy** including charitable donations to the park from individuals, organizations, and companies.
- **Proceeds from land disposition** resulting from the sale or lease of the PPP Lands on the western edge of the park to a developer. The analysis below identifies the potential value of that property assuming it is rezoned to a residential use.
- **Value capture** that provides revenues resulting from special taxes, charges and assessments on park-adjacent real estate. The analysis below describes these opportunities and provides precedents of their implementation in other cities.

Traditional Park Funding Sources

The City typically funds new parks development through a combination of residential development charges and property tax revenue. Legislation requires that development charges pay for only up to 90% of a capital project with the remainder funded through other sources. As such, the City typically uses development charges to pay for 90% of a park project with the remainder paid for by property taxes.

The City is expected to raise approximately \$196 million in General Service development charges (DCs) between 2013 and 2022 based on the application of current DC legislation. This collection is inclusive of services such as indoor recreation, fire, libraries, and parks, but exclusive of engineering related services. Of the \$196 million, a maximum of \$58 million is earmarked for growth-related parks development across the city. According to the City's 2013 Development Charge Background Study, the growth-related parks development capital

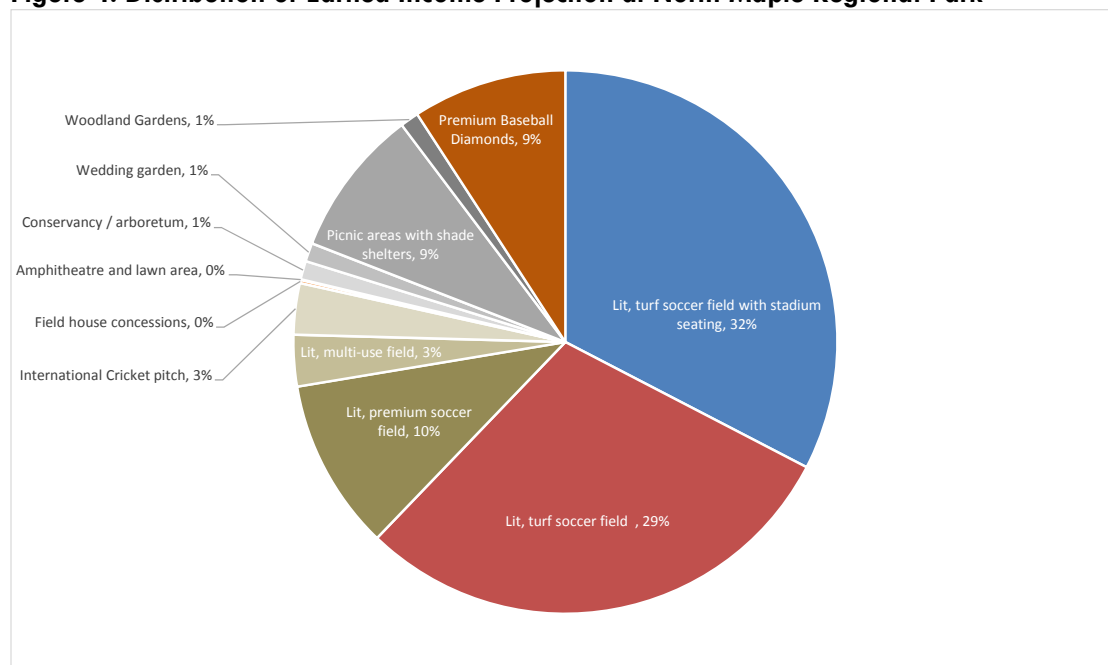
program recommended through the City's 2013 Active Together Master Plan was in the order of \$210 million over the same ten-year period. As of December 2013, the City had \$17 million in uncommitted park development DC reserves. Combining the \$17 million with the expected collections of \$58 million and comparing it to the \$210 million funding requirement, there is a funding shortfall of approximately \$135 million over the ten year period. This demonstrates that the traditional funding source for North Maple Regional Park is severely constrained in light of the many parks development projects contemplated on a city-wide basis. Funding for the park may either simply not be available or would result in other park development being reprioritized.

The City includes parkland operations as part of its standard operating budget. Parkland operations are typically funded through property taxes.

Earned Income

North Maple Regional Park will generate earned income through rental charges for use of park facilities. The City identified revenue assumptions for each of the features planned for North Maple Regional Park, anticipated to range between \$113,000 and \$263,000 per year in total. Figure 4 below presents the distribution of these revenues. The three largest sources of earned income from field rentals will be the soccer field with stadium seating (31%), the turf soccer fields (28%), and the premium baseball diamonds (13%). The arboretum and wedding garden will also generate a small amount of earned income. Figure 5 below presents key assumptions. It is unlikely that other park features like the basketball courts, tennis courts, the outdoor skating rink, and skateboard facility will generate any significant revenue. This revenue will be offset by the cost to administer the rentals which is not included in the City's O&M estimate presented earlier in this report.

Figure 4: Distribution of Earned Income Projection at North Maple Regional Park



Source: City of Vaughan, July 2014

Figure 5: Earned Income Assumptions

1 lit, turf soccer field with stadium seating	\$86,000 estimated annual revenue, based on assumption of \$310 daily rental fee, 275 days per year
1 lit, turf soccer field	\$78,000 estimated annual revenue, based on assumption of \$283 daily rental fee, 275 days per year
2 premium baseball diamonds	\$24,000 estimated annual revenue, based on assumption of \$78 daily rental fee, 153 days per year
3 lit, premium soccer fields	\$27,000 estimated annual revenue, based on assumption of \$59 daily rental fee, 153 days per year
Picnic areas with shade shelters	\$24,000 estimated annual revenue, based on revenues earned from Doctor Mclean shelter in 2013
1 lit, multi-use field (rugby, football, lacrosse)	\$9,000 estimated annual revenue, based on assumption of \$59 daily rental fee, 153 days per year
1 international cricket pitch	\$9,000 estimated annual revenue, based on assumption of \$59 daily rental fee, 153 days per year
Wedding garden	\$3,000 estimated annual revenue from picture taking
Arboretum	\$0 - \$3,000 estimated annual revenue from picture taking
Woodland gardens	\$0 - \$3,000 estimated annual revenue from picture taking
Field house concessions	\$500 estimated annual revenue, based on assumption of \$100 per month for five months each year
Amphitheatre and lawn area	\$100 estimated annual revenue, based on occasional bookings

Source: City of Vaughan Recreation and Culture Department, July 2014.

Sponsorship

Parks can utilize a variety of sponsorship mechanisms to raise funds for capital or operating expenses. Revenue generated from sponsorship varies, depending on the visibility and permanence of the sponsorship. The analysis below describes different sponsorship types and precedents for their implementation after discussing the City's own planned sponsorship policy.

Vaughan Sponsorship Policy

The City is in the process of developing a Marketing Partnership Strategy and Implementation Plan that will guide the use of private sponsorship, naming rights and financial support for special events or programs in the City. Based on conversations with City staff, a new sponsorship, marketing, and partnerships policy is currently under development, but has not yet been presented to or approved by Council. Based on further discussion with staff, it was noted that as a part of the development of the new policy, the City of Toronto's policy was examined as a benchmark. The City of Toronto's policy defines sponsorship as "a mutually beneficial business arrangement wherein an external party, whether for profit or otherwise, provides cash and/or in-kind services to the City in return for commercial advantage." The City of Toronto's sponsorship policy is guided by the principle that all sponsorships must be in

the public interest of the City of Toronto, and that the City of Toronto will retain control and ownership over all sponsored property. The policy establishes that sponsorships are intended to supplement, not replace, existing funding sources. The policy also explains the structure for administering sponsorships, specifying that sponsorships under \$500,000 are to be administered at the division level, with division heads taking responsibility for ensuring that sponsorships adhere to the policy, while sponsorships over \$500,000 require Council approval. In addition to the sponsorship policy, the City of Toronto also has a naming rights policy that establishes standards for corporate and individual naming rights. As the City develops its own sponsorship policy, the precedents below can also be taken into account.

Event Sponsorship

Event sponsorship is financial or in-kind support for an event on park property, such as a concert or seasonal market. A sponsor typically receives recognition through temporary signage and promotional materials for the event. For example, Singin' in the Square in Pioneer Courthouse Square in Portland, Oregon is a community sing-a-long led by members of the Oregon Symphony Orchestra. The event is supported by in-kind donations from Wieden + Kennedy, and financial and in-kind donations from Portland umbrella company, ShedRain.

Program Sponsorship

Program sponsorship is financial or in-kind support for an ongoing program on park property, such as a soccer league or fitness class. A sponsor typically receives recognition through temporary signage at parks facilities where the program occurs and promotional materials for the program. For example, SyFy Movies with A View in Brooklyn Bridge Park is a summer movie series sponsored by the SyFy channel.

Park and Facility Development Sponsorship

Park and facility development sponsorship is financial or in-kind support for funding capital or operational costs of a park or park facility. Generally, the prominence of sponsor recognition varies based on the size of the contribution. While a small contribution, such as a tree or a bench, could be recognized through a plaque, a larger contribution to fund the capital cost of a building could be recognized by granting naming rights. Given the significant permanent impact of naming rights, cities generally codify formal standards and policies for naming rights in parks. For example, the Portland Timbers, a Major League Soccer Team, recently contributed \$200,000 to cover a portion of capital expenses for a futsal field in East Portland's Montavilla Park. It will be named "Portland Timbers Field at Montavilla Park".

Philanthropy

Philanthropy often provides funding for park capital and operating costs. The two precedents presented below raised 45% of capital funding from philanthropic sources. These parks are signature, world-class parks that are prominently located in the downtown of each city, capturing the attention of community and business leadership in those cities as a city-shaping economic development project warranting charitable investment.

Discovery Green Park in Houston, Texas, raised \$56 million or 45% of the \$125 million capital construction cost from philanthropic sources. Of the annual operating expenses of \$3.5 million, \$2 million comes from government grants and charitable contributions.

Philanthropists, particularly corporations, provided nearly \$214 million or 45% of the \$475 million required to develop **Millennium Park** in Chicago. Millennium Park's operating budget is supported in part by philanthropic donations, which account for 34% of overall operations funding. Chicago's Department of Cultural Affairs and Special Events provides 50% of operational funds for the park, while another 8% comes from the Millennium Park Foundation Endowment and the remaining 8% comes from private event revenue.

In Canada, the **Weston Foundation** has supported land conservation initiatives.

Proceeds from Disposition of PPP Lands

The plan for North Maple Regional Park includes a 14.7 hectares along Keele Street (the PPP Lands) that could be developed into private uses and provide a significant source of funds for park development and operation. The analysis below suggests the PPP Lands could generate \$26 to \$35 million in land sale proceeds that could be made available for park construction and operation. An Official Plan amendment and a rezoning bylaw amendment would be required for residential uses on the property. The analysis below assumes residential development, although it should be noted that industrial development has occurred in the vicinity and may be a more viable proposition. The analysis assumes that 30% of the total PPP Lands will be allocated to preserving the heritage building currently occupied by the Vaughan Soccer Association and creating access roads for the park, which creates a net 10.3 hectares of PPP Lands. The analysis also assumes that 25% of the net PPP Lands will be needed for internal site infrastructure (internal roadways, stormwater retention, setbacks from Keele Street), leaving 7.7 hectares for residential development. Lastly, the analysis assumes low-density residential, as offering a more conservative number than medium- or high-density residential, and as being more consistent with nearby development.

There may also be offsite improvements required to support new development that may be passed on to the developer. This analysis does not take these costs into account.

Two parcels within the PPP Lands were expropriated by the City, and the City will need to follow its regular property disposal processes in any proposed sale of the PPP Lands. It will also need to assess whether there are any encumbrances.

We relied on two different methodologies to estimate the value of the land, presented below.

Method 1 (Residual Land Value Analysis, HR&A)

HR&A estimates land value by identifying the difference between the market value of developed property against the cost to develop that property and developer profit, otherwise known as residual land value. The analysis assumes the property could be developed as residential development with 91 single-family units. Based on a residential sale value of \$319 per square foot, a reasonable assumption based on HR&A's scan of home prices in the vicinity, vertical construction cost of \$125 per square foot from RSMeans, a global cost data provider, and several assumptions related to infrastructure costs, the analysis indicates that the parcel may have a value of approximately \$35.3 million as detailed in Figure 6 below (all dollar values rounded to the nearest \$100,000).

Figure 6: Method 1 (Residual Land Value Analysis, HR&A)

Gross PPP Lands (hectares)	14.7
Net PPP Lands (hectares)	10.3
Total Developable Area (hectares)	7.7
Dwelling Units @ 11.8 units/hectare	91
Average Home Size (square feet)	2,750
Gross Revenue (\$319 per square foot)	\$79,800,000
Development Cost (\$125 per square foot)	\$31,300,000
Soft Costs (20% of Development Cost)	\$6,300,000
Site Preparation (12% of Development Cost)	\$3,800,000
Developer Profit (10% of Development Cost)	<u>\$3,100,000</u>
Residual Land Value	\$35,300,000
Price per Hectare (Net PPP Lands)	<u>\$3,400,000</u>

Sources: Vaughan Zoning By-Laws, Vaughan single-family home listings; RS Means

Method 2 (Land Assessments, City of Vaughan, 2014)

In 2014, D. Bottero & Associates (Bottero) provided the City with land value assessments for various blocks. The value assessments are subject to a number of qualifications and are not related to any particular property. Block 20, in which the proposed North Maple Regional Park and the PPP Lands both lie, was valued assuming residential development. Bottero accounted for a change in value per acre based on the size of the parcel; the larger the parcel, the fewer dollars per acre it would be worth. In order to capture the change in value by parcel size, Bottero grouped all parcels into three categories: between one and three acres, between four and six acres, and between seven and ten acres. Since the 11-hectare developable site is significantly bigger than any of these categories, HR&A assumed the seven to ten acre parcel as the assessed value per acre, indicating that the parcel at North Maple Regional Park may have a value of \$25.7 million. See Figure 7 below.

Figure 7: Method 2 (Land Assessments, City of Vaughan, 2014)

Per Hectare Assessed Value	Low	High	Average
.4 - 1.2 Hectares (1-3 Acres)	\$2,593,500	\$3,248,050	\$2,920,775
1.6 - 2.4 Hectares (4-6 Acres)	\$2,334,150	\$2,988,700	\$2,661,425
2.8 - 4.1 Hectares (7-10 Acres)	\$2,074,800	\$2,593,500	\$2,334,150

Source: D. Bottero & Associates for the City of Vaughan, February 2014.

The disposition of the PPP Lands would need to take into account the heritage building on them and any leases associated with it. We understand that the heritage building must be preserved but that, provided it is structurally capable, it can be moved, preferably on the site itself but at least in the general area, subject to approval of the City. The specifics of any relocation would be determined as part of detailed planning for disposition of the PPP Lands and detailed design of North Maple Regional Park.

Any lease of the heritage building should take into account a possible requirement to move or repurpose it. This could be accommodated through short-term leases with tenants, or provisions allowing lease termination with an appropriate notice period or appropriate compensation. We recommend legal review of any lease to take into account considerations such as these prior to execution by the City. Given that the current tenant is a strong advocate

of park development (and in particular soccer field development), the City will presumably wish to work as collaboratively as possible in negotiation of lease terms.

The disposition of the PPP Lands will also need to take into account stakeholder views. In a summary of public consultation on North Maple Regional Park made to the Committee of the Whole on June 18, 2013, 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” and “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”, while there were “a small number of suggestions that the City sell the lands to assist with funding the park’s development”.

Value Capture

In 2001, John Crompton of Texas A&M University found that residential properties adjacent to parks were on average 20% more valuable than distant properties. A series of studies by the Trust for Public Land found that residential properties within 500 feet of a park in four large cities were between 3% and 5% more valuable than those more than 500 feet from a park, adjusting for other factors that affect home values. Capturing the value created by parks provides a possible source of funding for park construction and operation. Such value may be more available in areas characterized by very dense urban development, with more pent up demand for open space.

Various forms of value capture for park investment are presented below.

Special Assessment Districts

In San Diego, California, maintenance assessment districts (MADs) provide funding for the city’s parks. Because the parks are scattered across the city, each park has its own MAD. These districts may be established by either the municipality or a developer. As many new developments are required to provide open space amenities, developers create MADs to support long-term management of these new open spaces.

Special assessments may also exist in the form of a special citywide tax. Minneapolis, Minnesota, created a Park and Recreation Board to levy and collect park management taxes. City residents’ tax bills include a special line item for this assessment. In 2013, Minneapolis collected \$48.6 million in tax assessments.

Tax Increment Financing

Tax increment financing is used by many municipalities in the United States to develop infrastructure and public amenities. The municipality issues a bond for the amount of funds necessary to complete a project and pays for the bond using revenues generated by incremental increases in tax revenues from the project or adjacent development.

In Calgary, a form of tax increment financing is being used to pay for significant public realm infrastructure including parkland. East Village in Calgary is a 20-hectare master-planned neighbourhood undergoing development by the Calgary Municipal Land Corporation (CMLC). To develop this formerly industrial area, the City of Calgary established a Community

Revitalization Levy (CRL) on property in and near East Village. The CRL equals the incremental property tax revenue generated on CRL-affected property. The City has borrowed against CRL collections and allocated proceeds to CMLC for neighbourhood infrastructure investment. To date, CMLC has invested \$180 million into neighbourhood infrastructure, which in turn has attracted over \$650 million in mixed-use development, including 1,400 condominium units. The neighbourhood features a new National Music Centre and the city's Central Library, a pedestrian promenade to connect East Village to nearby neighbourhoods, and two urban parks. CMLC is also rejuvenating the 12-hectare St. Patrick's Island into an amenity-rich park connected to East Village through a new pedestrian bridge.

Special Area Development Charges

The City also imposes special area development charges to raise funds for infrastructure in defined areas. These charges are layered on top of traditional development charges and, like traditional development charges, are one-time. These charges are typically used only for water and sewer infrastructure and must be justified as a way to maintain existing service levels. It is unlikely that they could be used for an alternative purpose, such as capital funding for new park development.

Section 37 Agreements

Section 37 of the *Planning Act* allows a municipality, by way of bylaw and Official Plan, to authorize increases in height and density beyond what is otherwise permitted by bylaw, in exchange for facilities (or other items) provided by landowners. Settlement by landowners can be in cash or in kind, and where in cash, payment is typically made prior to issuance of the above-grade building permit. Where landowners agree to such arrangements, the municipality may require them to enter into formal Section 37 Agreements (common in Toronto) that can be registered on title. There also needs to be a reasonable planning relationship between the increases in height and density and the benefits secured by a municipality, which includes an appropriate geographic relationship.

Through this approach, known as “density bonusing”, the municipality can secure value from a landowner in the form of a facility, by conferring value on the landowner in the form of increased height and density and therefore increased development value. In order to create a win-win outcome, the municipality extracts only a portion of the value it confers.

The rationale for securing benefits in this way includes sharing the wealth created by development, funding infrastructure upgrades triggered by development, and compensating those negatively affected by development.

Parks constitute about a fifth of all benefits secured through density bonusing by the City of Toronto. Half of the benefits secured through density bonusing by the City of Toronto are within five minutes walking distance of the affected development, and two-thirds are within fifteen minutes walking distance.

In order to pursue density bonusing, the City would need to identify projected development in the area with a reasonable planning relationship to North Maple Regional Park, prepare any required Official Plan and bylaw amendments, and negotiate Section 37 Agreements to secure

cash for development of the park. To the extent the City does not wish to allow increased height or density, or already has generous height and density allowances in the existing Official Plan and in existing bylaws, then it would not be able to secure Section 37 Agreements. Also, to the extent that the relevant Section 37 Agreements would most likely be negotiated with respect to development across Keele Street, the associated benefit would accrue only many years from now, when development there is slated to occur.

Conclusions on General Funding Sources

Our conclusions on the general funding sources presented are as follows:

- **Traditional Park Funding Sources.** The City already relies on traditional park funding sources. The purpose of this report is to identify alternative funding sources and alternative delivery models that might assist in lowering park cost and in allowing park development to occur earlier than it otherwise would.
- **Earned Income.** The City should be able to collect earned income on North Maple Regional Park broadly consistent with its past experience, adjusting for differences in programming. Within the range of alternatives in play, we do not anticipate earned income to fully offset costs.
- **Sponsorship.** While sponsorships can be pursued, based on past precedents we do not anticipate them to significantly offset park costs.
- **Philanthropy.** While philanthropy can be pursued, in the United States where park philanthropy is more common, significant contributions tend to focus on parks that are several times larger than North Maple Regional Park.
- **Proceeds from Disposition of PPP Lands.** Subject to a more thorough due diligence and valuation exercise and ultimately to an actual sale, it appears that a sale of the PPP Lands to a developer for low-density residential purposes could secure funds sufficient to pay for much of North Maple Regional Park development. While rezoning and a land sale could take some time to execute, and therefore may generate funds somewhat later than desired by the City, the sale of the PPP Lands could contribute much-needed funds.
- **Value Capture.** Various forms of value capture in support of park development and operation have been applied in the United States and can contribute to park funding. In the case of North Maple Regional Park, however, the ability to do so is largely inapplicable. Apart from any new residential development on the PPP Lands, all residential development planned for the immediate vicinity of the park is long-term and speculative. Further, the City would need to design and approve new public policies to generate proceeds from value capture.

For the foregoing reasons, while we believe it would be appropriate to pursue a range of general funding sources for North Maple Regional Park, we believe special consideration should be given to the sale of the PPP Lands, in light of the magnitude of the potential proceeds.

Senior Government Funding Sources

In this section, we review senior government funding sources under these headings:

- Infrastructure Ontario
- “Ontario” Tax Increment Financing
- Infrastructure Canada
- PPP Canada
- Federation of Canadian Municipalities

At the end of this section, we make a high-level assessment of their respective applicability for funding of North Maple Regional Park. (In general, we do not anticipate new funding from any of the senior government funding sources presented.)

Infrastructure Ontario

Infrastructure Ontario is a provincial agency with several mandates:

- **Managing the Province’s real estate portfolio.** Infrastructure Ontario manages the Province’s real estate portfolio, and enters into real estate transactions on behalf of the Province. As North Maple Regional Park is not part of the Province’s real estate portfolio, this does not apply.
- **Delivery of special commercial projects.** Infrastructure Ontario delivers a range of commercial projects, including divestitures of provincial assets and procurements of long-term service contracts. As North Maple Regional Park does not fit into these categories, this does not apply.
- **Delivering public infrastructure projects by way of AFP.** Whereas PPP Canada funds up to a quarter of the capital cost of eligible projects delivered by way of AFP (or by way of similar contract structures in non-Ontario jurisdictions), Infrastructure Ontario does not. Rather, Infrastructure Ontario delivers AFP and other projects on behalf of the Province, municipalities, and broader public sector entities, but does not fund them. Where provincial funding is provided to a public infrastructure project delivered by Infrastructure Ontario, that funding is provided by way of special appropriation or otherwise, but not by Infrastructure Ontario itself. For that reason, Infrastructure Ontario should not be perceived as a source of grant money for North Maple Regional Park.
- **Lending money to Ontario municipalities and other eligible borrowers.** Infrastructure Ontario, with a multi-billion-dollar loan portfolio, is an optional source

of debt finance for Ontario municipalities and other eligible borrowers. (The British Columbia Municipal Finance Authority is, by contrast, a mandatory source for municipal borrowers.) Infrastructure Ontario provides long-term debenture financing as well as short-term construction financing, at reportedly competitive rates and terms, in cases offering more flexibility than might be common in private sector municipal bond markets (for example, it offers both serial and amortizing debentures). Commercial lending criteria apply. We understand that the City of Vaughan has accessed debt through York Region, and that York Region has already borrowed from Infrastructure Ontario. We raise this source here for completeness only.

“Ontario” Tax Increment Financing

Tax increment financing is a debt financing approach for public infrastructure wherein a project is funded with debt serviced out of incremental property tax revenue, or other tax or fee revenue, arising over time as a result of development of the project in question. The logic of this approach is that the project is in effect self-funding, because through debt financing it brings future revenue associated with the project forward to pay for the project before the revenue is actually realized.

However, where the debt in question is secured only against the incremental revenue, the cost of debt and the debt service coverage required by lenders (the amount of incremental revenue as a multiple of the amount of debt service) tend to be high. This is because estimates of incremental revenue tend to be very uncertain at the time the debt is taken out, and beyond the comfort zone of lenders. This results in higher financing costs (because of the high cost of debt) and loss of financing room (because of the high debt service coverage which eats into debt service room for other projects).

To avoid these problems, a municipality could issue debentures instead, not secured against incremental revenue arising as a result of the project. This results in an Infrastructure Ontario or bond market solution.

However, tax increment financing in Ontario has a special meaning. Tax increment financing in Ontario, in this special meaning, is governed by the *Tax Increment Financing Act* and pending regulation under that Act. The Act allows a municipality to receive funding for a project from the Province based on education tax increments expected to occur as a result of the project.

Based on a feasibility study prepared by the municipality, provincial Cabinet can approve a project for tax increment financing, establish the applicable tax increment finance district (which defines the area in which education tax increments are directed to the project), and authorize the Province to enter into a funding agreement with the municipality. As opposed to tax increment financing as it is more generally understood, in which the objective is to raise debt serviced out of future incremental tax revenue, the objective of tax increment financing under the *Tax Increment Financing Act* is for a municipality to access education tax increments which would otherwise accrue to the Province. The Spadina subway extension is a pilot project for tax increment financing in Ontario, but tax increment financing has not been aggressively pursued by the Province, and could be confined to transportation projects if and when it is.

Infrastructure Canada

The Building Canada Fund comprises the following components:

- National Infrastructure Component
- Provincial-Territorial Infrastructure Component
- Small Communities Fund
- Gas Fax Fund
- Public-Private Partnerships

The public-private partnership component is described under the PPP Canada heading further below; the other four components are described under their respective sub-headings immediately below. There is significant overlap in eligibility criteria across components.

National Infrastructure Component

The *Business Case Guide* for the National Infrastructure Component of the Building Canada Fund, published by Infrastructure Canada and available on its website, identifies the following project types as eligible for funding (the *Guide* provides significantly more detail than is provided here):

- Highways and Major Roads
- Public Transit
- Rail Infrastructure
- Local and Regional Airports
- Port Infrastructure
- Intelligent Transportation Systems (ITS)
- Disaster Mitigation Infrastructure

As North Maple Regional Park falls into none of these categories, funding does not appear to be available under the National Infrastructure Component of the Building Canada Fund.

Provincial-Territorial Infrastructure Component

The *Business Case Guide* for the Provincial-Territorial Infrastructure Component of the Building Canada Fund, published by Infrastructure Canada and available on its website, identifies the following project types as eligible for funding (the *Guide* provides significantly more detail than is provided here):

- Highways and Major Roads
- Public Transit
- Disaster Mitigation Infrastructure
- Connectivity and Broadband
- Innovation
- Wastewater
- Green Energy
- Drinking Water
- Solid Waste Management

- Brownfield Redevelopment
- Local and Regional Airports
- Short Line Rail
- Short Sea Shipping
- Northern Infrastructure

As North Maple Regional Park falls into none of these categories, funding does not appear to be available under the Provincial-Territorial Infrastructure Component of the Building Canada Fund. (“Brownfield Redevelopment” is excluded for the same reason as cited in the discussion under the PPP Canada heading further below.)

Small Communities Fund

Ten percent of each province and territory’s funding allocation under the Provincial-Territorial Infrastructure Component is reserved to municipalities with fewer than 100,000 residents based on the 2011 census under the Small Communities Fund. With a population higher than that, the City is ineligible to receive Small Communities Fund funding.

Gas Tax Fund

Under the Gas Tax Fund, the Government of Canada has allocated \$3.9 billion to the Province of Ontario over 2014 to 2019, with an \$8 million to \$9 million annual allocation to the City itself.

Until March 2014, municipalities were permitted to use Gas Tax Fund Money towards projects in the following categories:

- Public Transit
- Wastewater
- Drinking Water
- Solid Waste Management
- Community Energy Systems
- Local Roads and Bridges
- Capacity Building

Since April 2014, municipalities were permitted to use Gas Tax Money towards projects in the following additional categories:

- Highways
- Local and Regional Airports
- Short Line Rail
- Short Sea Shipping
- Disaster Mitigation
- Broadband and Connectivity
- Brownfield Redevelopment
- Culture
- Tourism
- Sport Recreation

However, whether or not North Maple Regional Park meets the criteria under the Gas Tax Fund, applying monies under that fund to the park would constitute “robbing Peter to pay Paul”, as we understand that the City already fully consumes its Gas Tax Fund allocation.

PPP Canada

PPP Canada, a federal government agency, provides funding in the form of non-repayable grants, repayable grants (with repayment coming from project revenue), and loans and loan guarantees (with debt service coming from project revenue).

The criteria for PPP Canada funding, in its most recent funding round, articulated in the *Application Guide & Application Form* available on PPP Canada’s website, included the following:

- The project needs to be in the right sector. PPP Canada currently lists the following sectors as eligible:
 - Water Infrastructure
 - Wastewater Infrastructure
 - Public Transit Infrastructure
 - Core National Highway System Infrastructure
 - Green Energy Infrastructure
 - Disaster Mitigation Infrastructure
 - Solid Waste Management Infrastructure
 - Brownfield Redevelopment Infrastructure
 - Culture Infrastructure
 - Connectivity and Broadband Infrastructure
 - Local Road Infrastructure
 - Short Line Rail Infrastructure
 - Short Sea Shipping Infrastructure
 - Regional and Local Airport Infrastructure
 - Tourism Infrastructure

Brownfield redevelopment infrastructure is defined as “remediation or decontamination and redevelopment of a brownfield site within municipal boundaries, where the redevelopment includes ... [t]he construction of public infrastructure as identified in the context of any other eligible project category, and/or ... [t]he construction of municipal use public parks and publicly-owned social housing.” While this definition does refer to “municipal use public parks”, we understand from the City that no remediation or decontamination, even in the form of capping, will be required at North Maple Regional Park, despite the previous waste management uses on its southern portions. As a result, the park would not fall into this category of eligible infrastructure.

Tourism infrastructure is defined to mean community public attractions, convention or trade centres, and exhibition hall-type facilities, none of which appear to be planned for North Maple Regional Park.

The other sectors listed, on the plain reading of the more detailed criteria in the *Application Guide & Application Form*, do not appear to apply.

Additionally, while a broad range of sectors is in principle eligible for funding, in practice only a smaller subset actually do receive funding. For these reasons, we do not anticipate that North Maple Regional Park is a candidate for PPP Canada funding on the basis of sector, nor therefore that it is a candidate at all, based on the current funding criteria.

- The project needs to be sponsored by a municipal government or a public sector body established by provincial statute or regulation. The City appears to qualify under this criterion.
- There will need to be meaningful private sector involvement in at least two of five structural elements (design, build, operate, maintain or finance), one of which must include operate, maintain or finance. On its face, this appears to be an easy criterion to meet.

PPP Canada funds up to a quarter of the capital cost of eligible projects delivered by way of AFP. PPP Canada has recently closed its sixth application round. If the City applies under a subsequent round, it will be required to prepare a detailed business case that further substantiates the case for project funding, and that, among other things, establishes that value for money is demonstrated through the chosen delivery model. This process could take well into 2015 or even 2016 to reach a conclusion and, as PPP Canada rejects many applications, that conclusion could be negative. Further, as indicated above, it appears unlikely that PPP Canada would accept an application from the City for North Maple Regional Park, given its current funding criteria.

Federation of Canadian Municipalities

The Federation of Canadian Municipalities (FCM), an advocacy group representing Canadian municipalities, provides grants and low-interest loans to eligible recipients for eligible projects through its Green Municipal Fund, which was funded through a \$550 million endowment from the federal government.

FCM provides:

- grants of up to the lesser of \$175,000 and 50% of eligible costs for feasibility projects;
- loans of up to the lesser of \$10 million and 80% of eligible costs of capital projects; and
- grants of up to the lesser of \$1 million and 20% (and more typically, 10%) of the loan amount on capital projects.

Apart from eligibility (which is discussed below), we note that only up to \$1 million in grants would be available for a project, a small fraction of the overall funding requirement for North Maple Regional Park, in addition to loans of up to \$10 million.

For funding to be secured, the proposed recipient and the proposed project need to be eligible. The City of Vaughan, as a municipal government, would appear to be eligible, but North Maple Regional Park would appear not to be (this is FCM's current view based on information available to them to date). Parks per se, however green, are not eligible.

Capital projects of the following types are eligible for funding:

- **Brownfields** (projects that bring contaminated sites back into productive use and reduce the need for greenfield development);
- **Energy** (projects that reduce energy consumption);
- **Transportation** (projects that reduce fuel consumption for transportation);
- **Waste** (projects that reduce waste sent to landfill); and
- **Water** (projects that protect watersheds).

While North Maple Regional Park might be interpreted as protecting a watershed, it does not appear to meet the more detailed criteria. The more detailed criteria include the following:

- **Water Conservation:** The project must demonstrate the potential to reduce the use of potable water by residents of a neighbourhood or community by at least 20%, or the project must demonstrate the potential to reduce a municipal building's potable water consumption by 30%.
- **Stormwater Management:** The project must demonstrate the potential to eliminate all site runoff for the 90th percentile rainfall.
- **Wastewater Systems:** The project must include at least one tertiary treatment process.
- **Septic Systems:** The project must demonstrate the potential to capture and treat all septic system contents for a target area.

The criteria present examples such as grey water systems, rainwater collection, fixture replacement programs, rainwater collection and reuse, green roofs, rain gardens for bio-retention, infiltration initiatives (such as stormwater planters, infiltration trenches and permeable pavement), construction of a new tertiary wastewater treatment facility, retrofit of an existing facility to introduce a tertiary process, replacement of septic tanks with a more advanced septic treatment system, and construction of a decentralized wastewater treatment unit to service a group of septic systems.

We understand that North Maple Regional Park plans do not meet the foregoing criteria or contemplate inclusion of any of the examples cited and for that reason do not believe that FCM funding would be available for development of the park.

Applications from eligible recipients for eligible projects are assessed against one another before funding decisions are made. The FCM balances funding awards regionally, and funds projects regardless of the size and financial strength of the sponsoring municipalities. Funding approvals take several months and are processed on a rolling basis.

Conclusions on Senior Government Funding Sources

Our conclusions on the senior government funding sources presented are as follows:

- **Infrastructure Ontario.** While Infrastructure Ontario can act as lender to municipal entities, it is not a source of grant funding.
- **“Ontario” Tax Increment Financing.** Tax increment financing, which could in principle allow the City to access education tax increments which would otherwise accrue to the Province, requires approval by provincial Cabinet, but tax increment financing has not been aggressively pursued by the Province, and appears to be an unlikely source of funding for North Maple Regional Park.
- **Infrastructure Canada.** It appears that North Maple Regional Park does not meet the criteria under the National Infrastructure Component or the Provincial-Territorial Infrastructure Component of the Building Canada Fund, that the City does not meet the criteria under the Small Communities Fund, and that whether or not North Maple Regional Park meets the criteria under the Gas Tax Fund, applying monies under that fund to the park would constitute “robbing Peter to pay Paul”, as we understand that the City already fully consumes its Gas Tax Fund allocation.
- **PPP Canada.** It appears unlikely that PPP Canada would accept an application from the City for North Maple Regional Park, given its current funding criteria. While those criteria could in principle change, PPP Canada has recently closed its sixth funding round, and an application under a future funding round could take well into 2015 or even 2016 to reach resolution and, as PPP Canada rejects many applications, the conclusion could be negative.
- **Federation of Canadian Municipalities.** North Maple Regional Park does not appear to meet the criteria for funding under the Federation of Canadian Municipalities’ Green Municipal Fund.

For the foregoing reasons, we do not anticipate new funding from any of the senior government funding sources presented.

Delivery Models

There are several delivery models that could in principle apply to North Maple Regional Park:

- **Conventional** park design, construction, operation and maintenance by the City.
- **City Construction and Non-Profit Operation**, in which the City builds the park and a separate non-profit organization serves as the park's steward in partnership with the City by supporting park operation, maintenance, programming and long-term planning.
- A **Recreation Facility Partnership**, often called a public-private partnership in the recreation space, but differing in important ways from public-private partnerships as executed by Infrastructure Ontario.
- The **Alternative Finance and Procurement** (AFP) contract structure (or structures) applied by Infrastructure Ontario (typically Design-Build-Finance (DBF) or Design-Build-Finance-Maintain (DBFM)), and similar contract structures used in other jurisdictions, generally referred to as public-private partnerships.

Figure 8 below summarizes the allocation of responsibility for development and operation across these delivery models.

Figure 8: Allocation of Responsibility

Model	Development	Operation
Conventional	City	City
City Construction and Non-Profit Operation	City	Non-Profit
Recreation Facility Partnership	City and/or Partner	Partner
Alternative Finance and Procurement	Partner	City and/or Partner

In this section, we address these in turn, address the implications of interim park development, and conclude with a high-level assessment of their respective appropriateness for development and operation of North Maple Regional Park.

We have not addressed integrating North Maple Regional Park development into a residential development deal for the PPP Lands, as in our experience, based on park precedents, such arrangements have been pursued only where the proposed park development is much smaller than the proposed residential development, unlike North Maple Regional Park and the PPP Lands. Moreover, such an agreement would likely be very complex, attempting to form a “marriage of convenience” between a residential developer and a park construction-management firm, neither of which would be conversant with the hybrid delivery model.

Conventional Delivery

As noted above, conventional delivery includes park design, construction, operation and maintenance by the City. We understand this to be the City's default plan.

City Construction and Non-Profit Operation

In this model, the City would build the park and partner with a non-profit organization to operate and maintain the park. The division of operating and maintenance responsibilities varies in this model. In some cases, such as the High Line in New York City, the non-profit partner manages nearly all aspects of operations and maintenance. In other cases, the non-profit partner plays a more limited role, fundraising and running public programs and events.

The sole mission of the non-profit partner is to be a steward of the park. In this role, the non-profit can be effective at not only operating and maintaining the park to high standards, but also fundraising and long-term planning and execution of major initiatives such as upgrades and expansions.

A non-profit's independence will allow it to easily deploy funds entirely to the park and procure service providers more nimbly than the City. In contrast, any third-party funds raised by the City through North Maple Regional Park sponsorships or philanthropic contributions may be needed for other City needs.

North Maple Regional Park will be a new park. After the park is built and as both the population nearby the park grows and citywide interest in the park increases, a non-profit partner may emerge. Until then, the passionate constituency that tends to be required may not yet be in place.

We identify the following precedents:

- **Stanley Park Ecology Society is a non-profit organization that produces educational programs and contributes to research, conservation, and habitat restoration in Vancouver's Stanley Park.** The organization is operated by a board of directors and has 13 staff members, whose responsibilities range from fundraising and communications to environmental education. Working in concert with the Vancouver Parks Board, the publically-elected body that manages Stanley Park, the Ecology Society accepts donations on behalf of the park and coordinates volunteers within the park.
- **The Esplanade Association is a non-profit partner to the Massachusetts Department of Conservation and Recreation in the operation of the Esplanade, a state-owned riverfront park in Boston.** The Massachusetts' Department of Conservation and Recreation manages and operates the park, while the Esplanade Association, a 501(c)3 non-profit organization with seven staff members, raises funds for programming and capital improvements, administers free public programs, provides some maintenance, and advocates for additional state and city funding. (501(c)3 organizations are tax-exempt non-profits in the United States. 501(c) is the general Internal Revenue Service code for tax-exempt non-profits, while the 3 denotes

the category of these non-profits, which includes charitable organizations, and religious, educational, and scientific institutions.

- **The Piedmont Park Conservancy provides the vast majority of maintenance for Piedmont Park, and oversaw the predevelopment of the park's recent expansion.** The Conservancy, a non-profit organization, manages more than 90 percent of the park's operations and maintenance with the remainder provided by the City of Atlanta. The Conservancy led the planning and fundraising for the 21 hectare expansion of the park in 2008 and has supported ongoing improvements in both new and old areas of the park in accordance with the Conservancy's master plan. These improvements include the construction of an event venue, an outdoor pool and aquatic centre, several sports fields and playgrounds, a dog park, and fountains, and the restoration of several wetland areas and historic structures. Guided by the master plan, the Conservancy has raised funds for these improvements incrementally over the past 20 years. The Conservancy has a staff of 24, which includes landscape and facilities workers, as well as administrative and fundraising staff.

Recreation Facility Partnership

A recreation facility partnership is a partnership between a public partner (such as a municipality) and a private partner for the development and operation of a recreation facility such as a hockey arena (with one or multiple pads) or an indoor soccer facility, and can be limited to O&M only (without facility development). Generally speaking, these partnerships involve:

- capital contributions from both the public partner and the private partner;
- the divvying up of facility time between the partners (the public partner might get weekday evenings and some weekend time (for a fee) with the private partner getting the remainder);
- the divvying up of customers (the private partner might get all adult users); and
- an allocation of financial upside and downside between the partners.

Where the partnership is limited to O&M only, there can still be the divvying up of facility time between the partners, the divvying up of customers, and an allocation of financial upside and downside between the partners.

The overall financial performance of a partnership of this type depends fundamentally on demand for the facility and the level of user fees. Demand is heavily influenced by competing supply. User fees are heavily influenced by legacy rates, with complaints from user groups if they increase, but reportedly willingness to pay higher rates if facilities will not otherwise become available. We have not conducted a detailed demand and supply analysis relating to potential facilities at North Maple Regional Park, nor have we investigated current or potential levels of user fees. It appears, however, that revenue from facilities such as these generally do not cover the associated capital and operating costs.

An implication of this last point is that the construction of facilities at North Maple Regional Park not already contemplated in the park plan are likely to result in a net overall increase in cost to the City (albeit with an increased service offering). Moreover, the capital cost of such facilities could be significant compared to the cost of the overall park. Executing a partnership on facilities already contemplated might however reduce the net overall cost to the City, again depending on demand for the facilities and the level of user fees.

Subject to aesthetic and other considerations, turf facilities could be bubbled over the winter, to extend the playing season and bring in wintertime revenue. (Smaller fields would allow for smaller bubbles to help make the bubbles less conspicuous.) Bubbled facilities could house soccer, baseball, cricket, field lacrosse, and golf (a driving range), and could mix uses during the day (for example, a driving range during the day when there is little demand for other uses, and other uses in the evening). There would be a cost associated with building footings for the bubbles and for the bubbles themselves, and for putting up the bubbles in preparation for the winter season and taking them down again after. There is an active market in bubbled fields.

There is also an active market in management of outdoor fields, including the management of a geographically distributed portfolio of fields. While a contract could be limited to the fields (and associated amenities) at North Maple Regional Park, it could also apply to a much broader area, including the entire portfolio of the City. The extent to which the City would want to consider or pursue a city-side initiative is beyond the scope of this report.

Also to be considered is the potential for ancillary revenue from food and beverage concessions, which could be rolled into a partnership deal. Sports and family restaurants could also be situated at the park, for example on the PPP Lands, that might benefit from demand generated by park users.

We identify the following precedent:

- **In Oakville, Ontario the Oakville Soccer Club, a local recreational organization, operates a major town-owned recreation facility.** In addition to running soccer leagues and training programs for over 12,000 players, the Oakville Soccer Club operates the town-owned 100,000 square-foot indoor soccer facility at Pine Glen Park. Capital costs of the facility were shared between the town and the Oakville Soccer Club, with the town contributing \$1.1 million, the Oakville Soccer Club contributing \$300,000, and debenture financing issued by the town in the amount of \$9.6 million financing the remainder. The town then entered into an agreement with the Oakville Soccer Club to manage and operate the Pine Glen Soccer Centre. In 2013, the Oakville Soccer Club spent \$1.36 million or 21% of its \$6.49 million operating budget on facility operations.

Alternative Finance and Procurement

AFP, more generally known as public-private partnership (PPP), is a procurement and contracting approach whereby a public partner (such as a province or a municipality) competitively procures and then enters into a contract with a private partner (such as an infrastructure developer) to deliver public infrastructure. In Ontario there are two typical

approaches to PPP applied by Infrastructure Ontario, which have delivered an impressive and sizable capital program over the past decade or so, consisting of dozens of projects easily exceeding \$50 billion in combined capital cost:

- **DBFM**, wherein the private partner designs, builds, finances and maintains a piece of infrastructure for 30 years, in exchange for payments from the public partner at completion of construction and on a monthly basis over the 30-year term, designed to cover O&M, debt service and other costs.
- **DBF**, wherein the private partner designs, builds and finances a piece of infrastructure, in exchange for payment in full by the public partner at substantial completion.

In Ontario, the private partner generally earns revenue exclusively through availability payments from the public partner, and not from third-party revenue. The availability payments are tied to whether (and what proportion of) the piece of infrastructure is available for its intended use, and not to the volume of use. This creates commercial incentives for the private partner to ensure that the piece of infrastructure is fully available for use on a continual basis, which it can control, without passing on risk relating to volume of use, which it generally cannot. The payment mechanism also provides for payment deductions in the event that any of a series of other performance standards are not met, creating commercial incentives to perform in these other respects as well. These other standards could relate, for example, to maintenance of furniture, fixtures and equipment.

One implication of this payment approach, because the private partner does not earn third-party revenue, is that any savings to be derived from this approach relate solely to efficiencies inherent in the procurement and contracting model itself (discussed later) and not from the introduction of new or more aggressively pursued sources of revenue.

All that said, there are cases in Ontario in which third-party revenue is earned by the private partner:

- The **Highway 407** divestiture, which predated Infrastructure Ontario, is one notable example, where toll revenue accrues to the owner of the 99-year highway concession and not to the Province of Ontario. However, for the extensions to Highway 407, executed by Infrastructure Ontario, it is the Province and not the private partner that earns the associated toll revenue, allowing the Province to set toll rates for the extensions and take the associated revenue risk, while still creating high-quality highway capacity. Whether third-party revenue is transferred to the private partner is a function both of the characteristics of the specific project and, even for a given project, of the policy objectives of a given transaction.
- Retail concession revenue from the **On Route** service centres on Highways 400 and 401 accrues to the private partner. (There may also be revenue sharing with the Province of Ontario.) Executed by Infrastructure Ontario, transferring retail concession revenue for this project to the private partner creates commercial

incentives to provide better concession options and service. Analogous considerations could apply to North Maple Regional Park.

- The Pan Am Games **Athletes' Village** in Toronto is a complex infrastructure transaction with a significant residential real estate component, unlike the typical PPP transaction which involves exclusively institutional real estate. The Athletes' Village, currently under construction for the 2015 Pan Am Games, is designed to provide accommodation for athletes during the games, and then revert to residential uses immediately thereafter. The private partner earns revenue from sale of residential units following the games. However, while this project involves residential real estate, which could form part of the funding solution for North Maple Regional Park through development of the PPP Lands, it does not appear to be a relevant precedent, because of the dissimilarities between the projects.

In Ontario, at least at the provincial level, a piece of infrastructure is delivered by way of AFP when what is known as value for money analysis demonstrates that AFP delivery can deliver a project at a lower all-in risk-adjusted cost than conventional delivery. AFP delivery transfers specific risks from the public sector to the private sector in cases where the private sector can bear and manage the risk more effectively. To secure value for money, the higher project-specific financing and transaction cost of AFP delivery needs to be more than offset by the value of the risk transferred to the private sector. Generally significant risk can be transferred with respect to on-budget on-schedule construction completion and with respect to optimal lifecycle cost management. AFP delivery can secure an estimated 10% or more in savings in all-in risk-adjusted cost, depending on the project. Whether it does and by how much depends on the outcome of the value for money analysis. If that analysis shows negative value for money (or, in practice, low value for money), conventional delivery is preferred.

The Ontario AFP approach and similar contract structures in other jurisdictions can defer the cash outlay for infrastructure development in part to completion of construction and in part over the 30-year project term. However, in the absence of significant third-party revenue or significant realized risk under conventional delivery, AFP does not significantly reduce the cash outlay overall, it simply re-profiles it. Similar re-profiling of cash outlay can be secured through debenture financing of a project delivered conventionally. If the sponsors have ample Annual Repayment Room (the provincially-mandated cap on annual debt service obligations Ontario municipalities are permitted to incur), such debenture financing is an option. In that case, the argument for AFP delivery relates to value for money, and not to deferral of cash outlays. (We have not investigated whether payments under AFP delivery consume Annual Repayment Limit room.)

AFP delivery might be possible for this project but based on high-level indicators it does not appear likely for the following reasons:

- Typically, \$50 million in capital cost is cited as a floor on AFP delivery, because, below this point, the higher financing and transaction costs of AFP delivery often outweigh its other financial benefits, generating negative value for money. North Maple Regional Park appears to have a capital cost well under \$50 million. In some cases, to

improve the value for money of an AFP project, DBF or DBF+O&M delivery is applied instead of DBFM delivery. (DBF+O&M delivery is like DBF delivery, except that the same private partner takes on long-term O&M responsibility as well, without also taking on long-term financing responsibility; the private partner is paid for design and construction on substantial completion and for O&M over the remaining term of the contract.) This replaces the more expensive 30-year debt taken out by the private sector under a DBFM with less expensive municipal debentures. However, this then no longer offers an innovative financing solution, and may or may not wind up sufficiently improving value for money, depending on the project.

In particular, value for money from AFP delivery would be lower where deferring parks operation and maintenance spending is more likely to weaken service quality while the spending is being deferred, than to induce high catch-up maintenance costs, exceeding past deferred spending, when spending stops being deferred. If AFP delivery is applied with the intent of avoiding deferred spending and keeping consistently high service quality, then service quality would be higher than under conventional delivery, but costs to the City might correspondingly increase rather than decrease.

- Perhaps more tellingly, we are not aware of a single precedent in Canada or the United States for AFP delivery for a project similar to North Maple Regional Park, nor are we aware of an existing supplier market conversant with the AFP approach.

Implications of Interim Park Development

The delivery model that is applied will need to accommodate interim park development that occurs before the delivery model is put into effect, because the City has an interest in early development of selected sports fields within North Maple Regional Park as existing funding allows and demand dictates. With minor tweaks, this can be accommodated under any of the delivery models presented here:

- **Conventional.** Under conventional delivery, the City is free to progressively develop and operate North Maple Regional Park as it sees fit.
- **City Construction and Non-Profit Operation.** Under non-profit operation, the City is also free to progressively develop and operate North Maple Regional Park as it sees fit, because, to the extent non-profit operation is introduced before overall completion of park development, any agreement with a non-profit organization can be tailored to suit.
- **Recreation Facility Partnership.** Again, under recreation facility partnership delivery, the City is also free to develop portions of the park early, as any agreement with a recreation facility partner can be tailored to suit. To the extent the City does develop portions of the park early, it would lose the benefit of innovative commercial and design input into park development from a recreation facility operator. Additionally, to the extent there are potential latent defects in park features that the

recreation facility partner would not be able to detect, or therefore to price, when considering North Maple Regional Park as a business opportunity, any contract with the recreation facility partner should allocate cost responsibility for addressing latent defects to the City.

- **Alternative Finance and Procurement.** The situation under Alternative Finance and Procurement is similar to that for recreation facility partnership delivery, although contractual resolution may be more complex. It would be cleaner to avoid interim park development, but transfers of existing assets into new Alternative Finance and Procurement projects do occur, typically with the public partner taking back appropriate risk relating to the transferred assets.

We do make one caveat: until the disposition of the PPP Lands is determined, interim park development should do nothing to compromise all viable options. Alternatives for access to the park from Keele Street should be kept as open as possible, and park design should accommodate any reasonably likely uses within the PPP Lands.

Conclusions on Delivery Models

Our conclusions on the four delivery models are as follows:

- **Conventional.** This delivery model is viable and is the default park development model. As the default, it does nothing in itself to reduce park cost or raise or accelerate funding for park development.
- **City Construction and Non-Profit Operation.** This is a potential contender as a delivery model for North Maple Regional Park, and has been applied on numerous precedent parks, especially in the United States.
- **Recreation Facility Partnership.** This is a potential contender as a delivery model for North Maple Regional Park, although it has more typically been applied to structures such as arenas.
- **Alternative Finance and Procurement.** This delivery model, while often effective in enhancing value for money on public infrastructure projects, is not a strong contender for North Maple Regional Park. We are not aware of any precedents for its use in a regional park context in North America or of an existing supplier market conversant with the AFP approach. Moreover, North Maple Regional Park is comparatively small in capital cost for this delivery model, and while this is not an absolute bar to proceeding, it could further lessen market interest.

For the foregoing reasons, we examine **City Construction and Non-Profit Operation** and **Recreation Facility Partnership**, but not **Alternative Finance and Procurement**, against **Conventional** delivery of North Maple Regional Park in the following section of this report.

Comparison of Models

In this section, we examine **City Construction and Non-Profit Operation** and **Recreation Facility Partnership** against **Conventional** delivery of North Maple Regional Park, all as characterized in the previous section. We present our discussion under the following headings:

- Risk Assessment
- Revenue Generation and Monetization
- Capital Funding Implications
- O&M Funding Implications
- Overall Estimated Financial Impact
- Additions to or Removals from Park Program
- Complexity of Legal and Financial Arrangements
- Types of Project Proposals Expected to be Received
- Framework for Assessing Proposals Received
- Measures of Success

Risk Assessment

Conventional	The City will already be very familiar with project risks under conventional delivery because of ongoing experience with the model. The important thing to consider in assessing risks under alternative delivery models is that they need to be compared against risks under conventional delivery, because all delivery models have inherent risks, and it is how they compare against one another that should support project decision-making, and not the fact that one or another has this or that risk.
City Construction and Non-Profit Operation	For design and construction, risks under this model are the same as those under conventional delivery. Thereafter, the degree of risk depends heavily on the specifics of the arrangement with the non-profit organization and its ongoing capabilities.
Recreation Facility Partnership	If a recreation facility partnership involves only operation and maintenance, risk tends to be small, as the contract can generally be terminated quite easily, and project execution reverts to the conventional method. Where the partnership is more complex, involving financial contributions from the private partner and repayment over time, risk increases, as both the public partner and the private partner become locked into an arrangement for an extended term, and unwinding that arrangement can be costly and difficult. It is for reasons such as these that procurement of private

	partners for recreational facility partnerships should follow sound practices, such as those outlined later in this Section. That said, because a park generates limited revenue, it is unlikely that there would be a significant financial contribution from a private partner in any case.
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Revenue Generation and Monetization

Conventional	The City has the opportunity to generate revenue from North Maple Regional Park through earned income, philanthropy, sponsorship, and proceeds from the sale of the PPP Lands.
City Construction and Non-Profit Operation	<p>Non-profit organizations have the focus, flexibility and mission to raise money for a park through fundraising and creating revenue-generating programs. Because of this capacity, a non-profit organization may be able to increase earned income, philanthropic contributions, and sponsorship value above and beyond the City's baseline.</p> <p>However, the non-profit organization is unlikely to be involved in a sale of the PPP Lands.</p>
Recreation Facility Partnership	<p>Private partners under a recreation facility partnership can be more innovative in identifying and securing revenue streams. Ancillary revenue opportunities can include food and retail concessions, such as ice cream parlours, bike rental shops, and sporting goods stores. The amount of retail attracted to the area specifically because of park development is likely to be small (compared, for example, to what the PPP Lands as a whole could accommodate). Private partners may also be more aggressive in securing revenue directly from sports facility rentals. However, there would not appear to be significant monetization opportunities, especially as it is likely that earned income from park services and ancillary revenue generation will not exceed park O&M costs.</p> <p>We do not anticipate a private partner under a recreation facility partnership to be involved in the sale of the PPP Lands, although in principle one could be.</p>

Capital Funding Implications

Conventional	Under conventional delivery, sale of the PPP Lands is likely to be the best source of park funding, apart from the baseline plan of relying on development charges and property taxes.
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City Construction and Non-Profit Operation	Non-profit organizations have the ability to raise revenue for ongoing capital upgrades and expansion, particularly through effective marketing to government agencies and solicitation of philanthropic contributions. However, in the case of North Maple Regional Park, a new non-profit organization is unlikely to form in the absence of a built-in constituency, which is more likely to occur only once the park is in operation, too late for initial capital investment.
Recreation Facility Partnership	The amount of capital a private partner under a recreation facility partnership would be willing to contribute will depend on the economics of the project. For an arena, quite often the private partner will finance the facility supported by a guarantee from the public partner (even though the debt may be more expensive than municipal debt), either because of real or self-imposed restrictions on municipal debt capacity. However, this approach would be less appropriate for a park (compared to an arena), because a park doesn't have the same revenue potential; for such an arrangement to be financially supportable, the public partner would have to grossly overpay for its share of field time in order to provide the private partner with enough revenue to support project debt.

O&M Funding Implications

Conventional	Park O&M costs are typically funded by property taxes and earned income. North Maple Regional Park may be able to generate up to \$263,000 in earned income, which would cover a substantial portion of O&M costs. The remaining costs, \$937,000 (\$1.2 million less \$263,000, assuming the upper end of the O&M cost estimate and the earned income estimate), would translate to a 1% increase in property tax levies.
City Construction and Non-Profit Operation	A non-profit organization may be able to generate money above and beyond the City's capacity through earned income, philanthropic contributions, and sponsorship value. An effective non-profit organization, however, might not be in place until the park is in operation and has an excited constituency to provide leadership. The non-profit organization could oversee certain park O&M components and might be able to execute those functions at a lower cost than the City. This will need to be balanced against City costs incurred in overseeing the non-profit organization.
Recreation Facility Partnership	A private partner under a recreation facility partnership can generally operate somewhat more efficiently and generate somewhat more revenue because it has financial incentives to do

	so. The extent to which this occurs will depend on the economics of the specific project and comparative performance of the public partner under the conventional model. At the same time, the private partner will seek reasonable profits, and the public partner will incur contract management costs, which offset potential savings from a recreation facility partnership. Cost responsibility for capital replacement can lie with either the public partner or the private partner depending on the terms of the specific project, and whether that ultimately saves or costs the public money as against conventional delivery will also depend on the specific project.
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Overall Estimated Financial Impact

Conventional	Under conventional delivery, the City should incur capital and operating costs on the order of those presented earlier in this report.
City Construction and Non-Profit Operation	A partnership between the City and a non-profit may improve the financial picture of North Maple Regional Park on an operating basis. The non-profit can execute certain park O&M functions at a lower cost and may be able to generate more revenue than the City. A partnership is unlikely to reap any benefit for the upfront development of the park, as a partnership is not likely to be viable until later.
Recreation Facility Partnership	A recreation facility partnership is unlikely to contribute to capital funding because park economics are generally insufficient. A recreation facility partnership may, however, decrease park O&M costs somewhat and may increase park revenue somewhat.

Additions to or Removals from Park Program

Conventional	We do not have a basis for changes from the proposed park program under conventional delivery, except insofar as demand for specific types of facilities may dictate.
City Construction and Non-Profit Operation	A non-profit organization has limited prospects for near-term application to North Maple Regional Park. There do not appear to be clear additions or removals from the proposed park program that would have a bearing on non-profit operation downstream.
Recreation Facility Partnership	Active park uses would be of more interest to private partners under a recreation facility partnership than passive park uses, because active park uses in general generate revenue while passive

	<p>park uses in general do not. However, there would be an advantage to including all uses under a single contract, rather than splitting park responsibility between active park uses managed by a private partner and passive park uses managed by the City, because of economies of scale, and to avoid finger-pointing about cross-jurisdictional issues (such as responsibility for parking lots and washrooms and garbage collection). Including passive park components in an overall recreation facility partnership deal would also allow the private partner to run and collect revenue from concerts, if such a use were acceptable to the City.</p>
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Complexity of Legal and Financial Arrangements

Conventional	<p>Under conventional delivery, legal and financial arrangements are straightforward: the City enters into contracts for the design and construction of the park, and operates the park using its own staff.</p>
City Construction and Non-Profit Operation	<p>A non-profit would likely need to enter into an agreement with the City to identify operating responsibilities, defining parameters for programming, maintenance, marketing, long-term planning, fundraising, sponsorship, and other functions. The City would incur cost and effort in negotiating such an agreement and in overseeing the non-profit organization once an agreement is in place.</p>
Recreation Facility Partnership	<p>Recreation facility partnership contracts can be fairly simple, with main bodies on the order of 50 pages, and operating specifications up to 200 pages, depending on the project. The City would need legal and especially technical support in the development and negotiation of an agreement with a private partner. If the private partner contributes financing to the project, then the deal becomes more complex, and the City would require correspondingly more support. Contracts tend to include sharing in financial upside and downside, generating incentives for effective commercial operation, but not financial penalties for failures to meet operating specifications. This is in contrast to contracts for Alternative Finance and Procurement projects, which run into the many hundreds of pages and which have very complex performance standard and penalty regime systems, and are very costly to develop.</p>

Types of Project Proposals Expected to be Received

Conventional	<p>In conventional delivery, the City will receive proposals from park design firms and tenders from park construction firms, and will</p>
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	operate the park directly.
City Construction and Non-Profit Operation	The City is unlikely to find a competitive field for non-profit partners, unlike hiring a contractor for construction purposes or partnering with a recreational facility operator. Non-profit park organizations typically emerge when a community or developers have a strong stake in the future success of a park. The City could then partner with this non-profit or, alternatively, the City could establish a non-profit, quasi-public organization to maintain and manage the park. The latter would feature a strong degree of public control, likely through City appointments to the board of directors, and would enable community participation. In either model, the City would enter into an agreement with the organization and establish roles, responsibilities, financial terms, and other incentives to ensure the non-profit organization performs to specified standards for operating and maintaining the park.
Recreation Facility Partnership	Depending on the approach to procurement the City takes, proposals can be simple (a financial offer in response to a prescriptive park program), or quite complex (where respondents to a competitive process can offer creative solutions to high-level requirement definitions from the City). Park developers prefer the latter approach, as it is where they believe they can add the most value, and differentiate themselves from competitors. There will generally also be a pre-qualification process prior to proposals being solicited, to ensure that only financially and technically strong players participate.

Framework for Assessing Proposals Received

Conventional	Under conventional delivery, assessing proposals follows standard municipal procurement practices.
City Construction and Non-Profit Operation	In selecting a non-profit partner or helping to establish a non-profit partner for North Maple Regional Park, the City should ensure that the non-profit partner has the financial and human capacity to execute its mission. For example, should a non-profit organization be granted the ability to run programs at North Maple Regional Park, the City should ensure that it will be appropriately funded and staffed with relevant experts to create successful programs.
Recreation Facility Partnership	In the case of price-driven procurements, which are not the norm for recreation facility partnerships, assessing proposals is essentially mathematical. In the ordinary course, however, the framework is

	<p>more complex. Typically a small group of firms or consortia are pre-qualified, and then are invited to submit preliminary drawings and a commercial proposal.</p> <p>Having more flexible procurement allows more room for innovation, which can improve project outcomes. This is particularly the case for facilities such as arenas, as private partners under recreational facility partnerships tends to have a significant experience advantage over public partners, as individual municipalities tend to develop recreational facilities only rarely and operate very few of them, whereas private partners develop them frequently and operate many of them. In the case of parks such as North Maple Regional Park, the City may have an advantage, in that it already operates numerous parks, and develops them on an ongoing basis (even through they are typically much smaller than North Maple Regional Park).</p>
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Measures of Success

<i>Conventional</i>	<p>Ultimately the measure of success for a park is meeting design objectives and satisfying park constituents, on time and on budget. Measures can include field utilization rates, usage levels by Vaughan (and non-Vaughan) residents, capital and O&M cost against benchmarks, capital maintenance cost against reserves, earned income against benchmarks, degree of philanthropic and sponsorship interest, and park maintenance against specified standards.</p>
<i>City Construction and Non-Profit Operation</i>	<p>Depending on what functions the non-profit partner oversees at North Maple Regional Park, a range of performance measures can be deployed. For operations, one of the advantages of a non-profit structure is that the park could be maintained at a cost lower than other City parks. The City could make a per hectare contribution to the non-profit organization to maintain the park. A non-profit organization could also be responsible for public programs and its success could be gauged by attendance and the degree to which the programs serve residents from across the City.</p>
<i>Recreation Facility Partnership</i>	<p>In addition to the measures of success noted above, a good recreation facility partnership entails good project economics, good service delivery, and good on-the-ground working dynamics between the partners.</p>

Conclusions and Recommendations

Our key conclusions and recommendations are as follows:

Project Overview

- In recent decades, Vaughan has experienced rapid population growth and is now home to 315,000 people. Within Vaughan, Maple is a residential neighbourhood with vacant land available and planned for development. North Maple Regional Park provides a unique opportunity to meet city-wide parkland needs, including for the Vaughan Metropolitan Centre, and to provide an open space that can distinguish the City as a competitive place to live with high quality of life.
- The City's anticipated funding requirement for North Maple Regional Park, for both capital cost and O&M cost, is broadly consistent with established precedents. The City's capital cost estimate is \$30.3 million (adjusting out the PPP Lands), while benchmarks suggest a capital cost of \$25 million to \$30 million. The City estimates O&M costs of \$600,000 annually, excluding utilities, administrative costs, capital reserve contributions (which are typically 3% to 5% of total O&M costs), and some speciality equipment, while benchmarks suggest \$1.2 million annually all-in.

General Funding Sources

- Earned income for North Maple Regional Park is anticipated to range between \$113,000 and \$263,000 annually based on the currently proposed program.
- Sponsorship and philanthropy require broad constituency and high visibility, which is not currently in place for North Maple Regional Park, limiting their potential to be significant funding sources.
- Subject to a more thorough due diligence and valuation exercise and ultimately to an actual sale, it appears that the sale of the PPP Lands to a developer for single-family residential development could generate funds sufficient to pay for much of North Maple Regional Park development. The underlying analysis assumes low-density residential, as offering a more conservative number than medium- or high-density residential, and as being more consistent with nearby development.
- Two methods suggest potential proceeds from the sale of the PPP Lands of \$26 million and \$35 million respectively, the higher number being greater than the City's capital cost estimate and the capital cost benchmarks. (The underlying analysis does not address the cost of potential required improvements to off-site municipal infrastructure.)

- Two parcels within the PPP Lands were expropriated by the City, and the City will need to follow its regular property disposal processes in any proposed sale of the PPP Lands. It will also need to assess whether there are any encumbrances.
- The disposition of the PPP Lands would need to take into account the heritage building on them and any leases associated with it. We understand that the heritage building must be preserved but that, provided it is structurally capable, it can be moved, preferably on the site itself but at least in the general area, subject to the approval of the City. The specifics of any relocation would be determined as part of detailed planning for disposition of the PPP Lands and detailed design of North Maple Regional Park.
- Any lease of the heritage building should take into account a possible requirement to move or repurpose it. This could be accommodated through short-term leases with tenants, or provisions allowing lease termination with an appropriate notice period or appropriate compensation. We recommend legal review of any lease to take into account considerations such as these prior to execution by the City. Given that the current tenant is a strong advocate of park development (and in particular soccer field development), the City will presumably wish to work as collaboratively as possible in negotiation of lease terms.
- The disposition of the PPP Lands will also need to take into account stakeholder views. In a summary of public consultation on North Maple Regional Park made to the Committee of the Whole on June 18, 2013, 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” and “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”, while there were “a small number of suggestions that the City sell the lands to assist with funding the park’s development”.
- Value capture, that is, special levies and other mechanisms designed to capture a share of enhanced value generated by park development, has been applied in the United States and can contribute to park funding. In the case of North Maple Regional Park, however, the ability to do so is largely inapplicable. Apart from any new residential development on the PPP Lands, residential development planned for the immediate vicinity of the park is long-term and speculative. Further, the City would need to design and approve new public policies to generate proceeds from value capture.

Senior Government Funding Sources

- New funding from senior government sources does not appear likely, based on sources examined in the development of this report, generally because North Maple Regional Park does not fall into the type of project various programs are targeted at.

Delivery Models

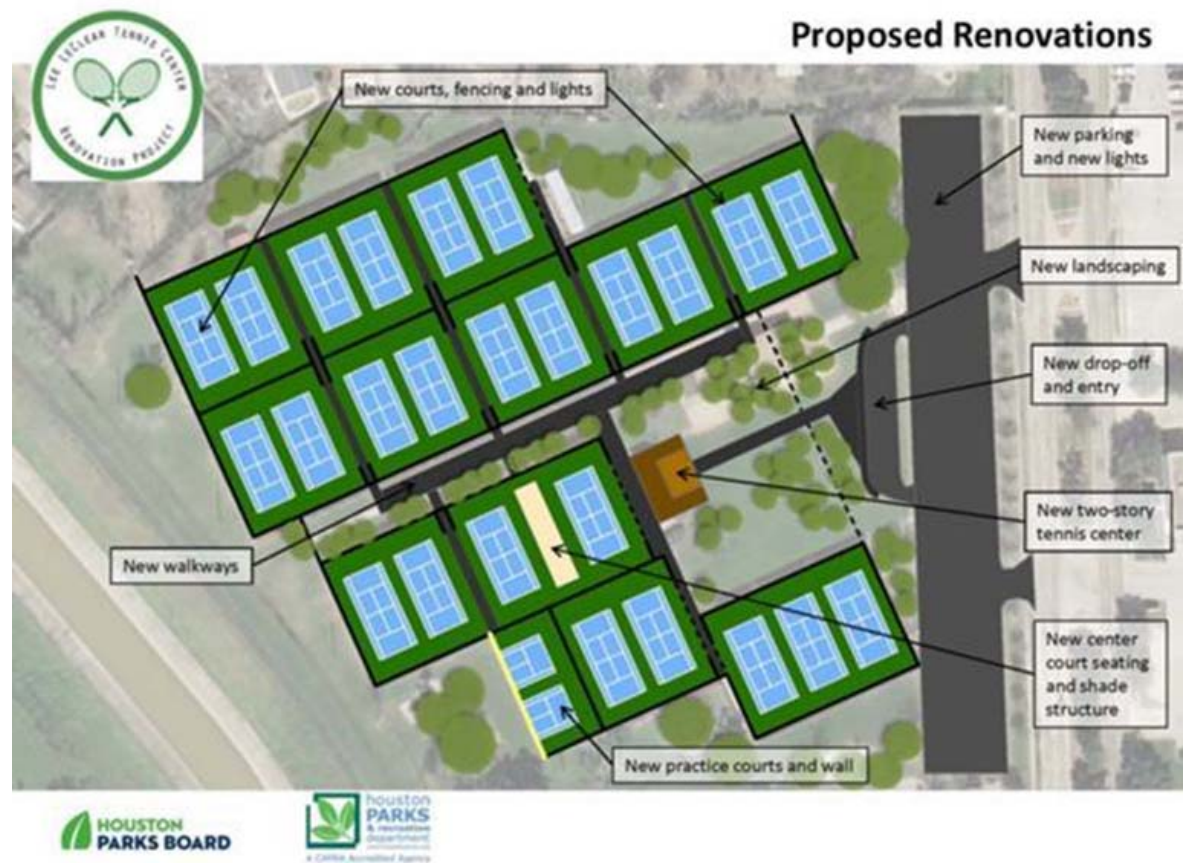
- Three delivery models investigated in this report are conventional delivery (development and operation directly by the City), construction by the City and operation by a non-profit organization, and development and operation through a recreation facility partnership (often called a public-private partnership in the recreation space but differing in important ways from public-private partnerships as executed by Infrastructure Ontario).
- Public-private partnerships as executed by Infrastructure Ontario, while in principle possible for North Maple Regional Park, apparently have never been used for park development and operation in North America, nor does there appear to be an existing supplier market. Moreover, while it is a crude rule of thumb, often enough violated, public-private partnerships of this form tend to be applied on projects with a capital cost of at least \$50 million, or in other words, on projects larger than North Maple Regional Park.
- We have not addressed integrating North Maple Regional Park development into a residential development deal for the PPP Lands, as in our experience, based on park precedents, such arrangements have been pursued only where the proposed park development is much smaller than the proposed residential development, unlike North Maple Regional Park and the PPP Lands. Moreover, such an agreement would likely be very complex, attempting to form a “marriage of convenience” between a residential developer and a park construction-management firm, neither of which would be conversant with the hybrid delivery model.
- While the three delivery models investigated in this report – conventional delivery, construction by the City and operation by a non-profit organization, and development and operation through a recreation facility partnership – could all in principle be applied, and while operation by a non-profit and a recreational facility partnership might both secure some efficiencies relative to conventional delivery, sale of the PPP Lands is likely to generate the most funds. That said, any of the three delivery models could be coupled with the sale of the PPP Lands, as the funding source and the delivery model do not need to be linked.
- The delivery model that is applied will need to accommodate interim park development that occurs before the delivery model is put into effect. This is of concern because the City has an interest in early development of selected sports fields within North Maple Regional Park as existing funding allows and demand dictates. With minor tweaks, this can be accommodated under any of the delivery models investigated in this report.

Appendix 1 – Precedent Parks

MoneyGram Soccer Park at Elm Fork in Dallas, Texas



Braeburn Glen Park/Lee LeClear Tennis Center in Houston, Texas



Marshbank Park in West Bloomfield, Michigan



E. Carroll Joyner Park in Wake Forest, North Carolina



Red Mountain Park in Birmingham, Alabama



Appendix 2 – Park Concept Plan

SPORTS FACILITY AREA



ACTIVE AREA AND PLAY ZONE



WOODLAND GARDENS AND NATURALIZATION



POTENTIAL
PRIVATE - PUBLIC
PARTNERSHIP
LANDS

KEELE ST.

PICNIC AREA

LEGEND

- PROPERTY BOUNDARY
- SPORTS FACILITY AREA
- ACTIVITY AREA AND PLAY ZONE
- PICNIC AREA
- WOODLAND GARDENS AND NATURALIZATION

FACILITY IDENTIFICATION

1. SENIOR SOCCER FIELD, LIT
2. FOOTBALL/ RUGBY FIELD
3. SENIOR BASEBALL FIELD, LIT
4. TENNIS COURT
5. BASKETBALL COURT
6. SKATE PARK
7. OUTDOOR RINK SKATE FEATURE
8. SPLASH PAD/ WATER PLAY
9. SENIOR AND JUNIOR PLAYGROUND
10. CRICKET PITCH
11. NATURE TRAIL
12. NATURE POND

POTENTIAL TRAIL CONNECTION

0 25 50 75 100 150 200 300 METRES

Appendix 3 – Legal Issues



Memorandum

TO: Grant Thornton July 30, 2014

FROM: Robert Howe and Anne Benedetti **FILE NO:** 141641

SUBJECT: City of Vaughan: Legal Review of the “Municipal Facility” Provisions under Section 110 of *Municipal Act*, 2001

I. Introduction:

As part of the report entitled “City of Vaughan: North Maple Regional Park” prepared by a team of consultants led by Grant Thornton (the “Report”), we have been tasked with providing:

a discussion of the opportunity to use the “Municipal Facility” provisions under Section 110 of the *Municipal Act*, 2001¹ including as may be applicable and appropriate, the powers of the City to give, lend, sell or lease property for less than fair market value, guaranteed borrowing, provide services of its employees and exempt land from taxation and development charges.

II. Background:

Section 110 of the Act (“Section 110”) permits municipalities to enter into agreements that provide financial assistance, and grant various tax, development charge and education development charge exemptions to persons providing municipal capital facilities; the purpose of which is to encourage public private partnerships and inter municipal partnerships.²

Section 110 contains specific municipal powers and is found under the “economic development services” heading of Part III of the *Municipal Act*. According to the Act, “economic development services” include “promotion of the municipality by the municipality for any purpose by the collection and dissemination of information

¹ *Municipal Act*, 2001 S.O.2001, c.25 (“the Act”).

² Auerback and Mascarín, *The Annotated Municipal Act*, 2d ed, vol 1 at p.MA3-277 (“The Annotated Municipal Act”).

and the acquisition, development and disposal of sites by the municipality for industrial, commercial and institutional uses.”³

The concepts found in Section 110 were originally introduced in 1993 by the *Community Economic Development Act* ⁴ in order to encourage the provision of municipal capital facilities through the use of public private partnerships and undertakings.⁵ Section 110 of the *Municipal Act* continues the municipal capital facilities provisions found in Section 210.1 of the former Act which allowed municipalities to enter into agreements for the provision of municipal capital facilities with any person.⁶

III. Municipal Capital Facilities:

The provision of financial assistance and exemptions from specific taxes and development charges by a municipality pursuant to Section 110 is specific to persons who are providing “municipal capital facilities”.

The Regulation⁷ generally defines “municipal capital facilities” as including land⁸, works, equipment, machinery and related systems and infrastructure.⁹ The term “municipal capital facilities” is then refined by a specific list of classes of facilities set out in the Regulation that may be exempted from taxation,¹⁰ and are eligible for financial assistance and exemption from development charges by the municipality.¹¹

The classes of municipal capital facilities set out in the Regulation that may be applicable to the North Maple Park Project (the “Park”) include:

- municipal community centres;
- parking facilities ancillary to municipal community centres;
- municipal facilities used for cultural, recreational or tourist purposes; and

³ The Act at s.1(1) definition of “economic development services”.

⁴ *Community Economic Development Act*, 1993, S.O.1993, c.26.

⁵ Mascarin and Williams, *Ontario Municipal Act and Commentary*, 2013 ed. at p.40 (“Ontario Municipal Act and Commentary”)

⁶ The Annotated Municipal Act at p.MA3-277.

⁷ O-Reg 603/06 - Municipal and School Capital Facilities – Agreement and Tax Exemptions (the “Regulation”).

⁸ As defined by the *Assessment Act*, R.S.O. 1990, c.A.31 which defines “land”, “real property” and “real estate” to include,

(a) land covered with water,

(b) all trees and underwood growing upon land,

(c) all mines, minerals, gas, oil, salt quarries and fossils in and under land,

(d) all buildings, or any part of any building, and all structures, machinery and fixtures erected or placed upon, in, over, under or affixed to land,

(e) all structures and fixtures erected or placed upon, in, over, under or affixed to a highway, lane or other public communication or water, but not the rolling stock of a transportation system.

⁹ O-Reg 603/06 - Municipal and School Capital Facilities – Agreement and Tax Exemptions at s.1.

¹⁰ The Regulation at s.2 and 3.

¹¹ Ontario Municipal Act and Commentary at p.40 and Regulation s.3(1).

- municipal general parking facilities and parking facilities ancillary to municipal facilities used for cultural recreational or tourist purposes.¹²

There are specific restrictions that are applicable to these classes of municipal capital facilities that will be examined in more detail later in this memorandum.

IV. Agreements For Municipal Capital Facilities:

Section 110 only applies to agreements entered into by municipalities for the provision of municipal capital facilities, as defined above, if the agreement provides for one of the following:

- lease payments in foreign currencies¹³;
- financial and other bonusing assistance;
- exemptions against tax levies for municipal and school purposes; and
- development charge exemptions (but not education development charges exemptions¹⁴).¹⁵

Procedurally, a municipality is required to pass a by-law to permit the municipality to enter into an agreement under Section 110 and is required to give written notice of the contents of the by-law to the Minister of Education.¹⁶

a. Financial and Other Bonusing Assistance:

A municipality cannot directly or indirectly assist any manufacturing business, or other industrial or commercial enterprise through the granting of bonuses.¹⁷ Although there is no fixed definition of the term “bonus” it is generally used to denote a benefit conferred by a municipality on an individual or a class over and beyond any benefits given to others. There are a number of express exceptions which permit a municipality to provide assistance that would otherwise be considered a bonus.¹⁸

Subsection 110 overrides the prohibition against bonusing by stating that in specific circumstances a municipality can provide, at less than fair market value or at no cost, various kinds of assistance including:

- giving and lending of money and charging interest;

¹² Regulation at ss.2(1) 14, 15, 16 and 17.

¹³ Although it is likely not relevant to the North Maple Regional Park project, Section 110(2) of the Act states that municipal capital facility agreements may allow for the lease, operation and maintenance of facilities and for the lease payments to be expressed and payable partly or wholly in one or more prescribed foreign currencies.

¹⁴ The Education Development Charge Exemption can be granted by the School Board but cannot be granted directly by the Municipality. The Act ss.110(7) and 110(13).

¹⁵ The Act at s.110(1) and Ontario Municipal Act and Commentary at p.40.

¹⁶ The Act at s.110(5).

¹⁷ The Act at s.106(1).

¹⁸ Ontario Municipal Act and Commentary at p.39.

- giving, lending, leasing or selling property;
- guaranteeing borrowing; and
- providing services of employees of the municipality.¹⁹

Assistance for municipal capital facilities is only applicable to persons who have entered an agreement to provide facilities under Section 110 and is given only in respect of the provision, lease, operation and maintenance of the facilities subject to that agreement.²⁰

It is essential that all of the requirements of Section 110 are followed in order for a municipality to provide a “legal” bonus.²¹

b. Tax Exemptions:

A municipality may enter into an agreement under Section 110 to grant a full or partial exemption from the payment of taxes levied for municipal or school purposes provided the land or a portion of land on which municipal capital facilities is or will be located:

- is the subject of an agreement under Section 110(1);
- is owned or leased by a person who has entered an agreement to provide facilities under Section 110(1); and
- is entirely occupied and used or intended for use for a service or function that may be provided to the municipality.

Procedurally, in addition to giving written notice of the contents of the by-law to the Minister of Education, the municipal clerk is required to give written notice of the context of a by-law which will provide a tax exemption to:²²

¹⁹ The Act at s.110(3).

²⁰ A municipality may further provide financial assistance through bonusing in respect of a housing capital facilities even if it is not a party to a municipal capital facilities agreement. Additional information on this power is available but based on the information provided to date it is not relevant to the North Maple Regional Park Project.

²¹ *1085459 Ontario Ltd. v. Prince Edward (County)*, (2005) 14 M.P.L.R. (4th) 1 (Ont. S.C.J.) (“*1085459 Ontario Ltd. v. Prince Edward (County)*”).

In *1085459 Ontario Ltd. v. Prince Edward (County)* a municipality and a developer entered into an agreement for the provision of a municipal telecommunications facility. The municipality did not provide the required notice of the related by-law to the Minister as required by Section 110(5) and did not restrict the use of an up-front payment contemplated in the agreement as required by Section 110(4).

Although the court was of the opinion that what constituted a bonus should be strictly construed so as not to unduly limit the potential parameters of public/private joint ventures, it determined that the municipality had conferred an “obvious advantage” on the developer which amounted to a bonus. The County had failed to comply with Section 110 of the Act and was in technical violation of the Act as it had conferred a bonus contrary to Section 106. Despite this finding, and fortunately for the County, the Court, for a number of unrelated reasons, exercised its discretion not to grant the relief sought by the developer’s competitor and the application was dismissed.

²² The Act at s.110(5).

- the Assessment Corporation;
- the clerk of any other municipality that would but for the by-law have had authority to levy rates on the assessment of the lands exempted by the by-law; and
- the secretary of any school board with jurisdiction over the lands exempted by the by-law.

c. Development Charges Exemptions:

Regardless of the *Development Charges Act*²³ a municipality may enter an agreement under Section 110 to grant a full or partial exemption from all or part of the development charges imposed by a municipality in respect of land on which municipal capital facilities are or will be located that:

- is the subject of an agreement under Section 110(1);
- is owned or leased by a person who has entered an agreement to provide facilities under Section 110(1); and
- is entirely occupied and used or intended for use for a service or function that may be provided to the municipality.

V. Reserve Funds:

The council of a municipality may establish a reserve fund for the exclusive purpose of renovating, repairing or maintaining facilities that are provided under a municipal capital facilities agreement.²⁴

VI. Specific Additional Restrictions Re: Granting of Assistance and Exemptions to Classes of Municipal Capital Facilities:

The Regulation sets out specific restrictions on the granting of tax exemptions pursuant to subsection 110(6), assistance pursuant to 110(3) and development charge exemptions under 110(7) related to municipal community centres and municipal facilities used for cultural, recreational and tourist purposes and their associated parking facilities.

a. Additional Restrictions Re: Municipal Community Centres:

In order to be eligible for financial assistance, tax exemptions, and development charge exemptions, a municipality may only enter into an agreement respecting municipal community centres and associated parking facilities if:

- the municipal community centre is primarily used for local community activities; and

²³ *Development Charges Act*²³, 1997, S.O.1997, c.27.

²⁴ The Act at s.110(10).

- the council has declared by resolution that the municipal community centre is for the purpose of the municipality and for public use.²⁵

b. Additional Restrictions Re: Facilities Used for Cultural, Recreational or Tourist Purposes:

A municipality may enter into an agreement providing financial assistance, tax exemptions and development charge exemptions respecting facilities used for cultural, recreational or tourist purposes and the associated parking facilities if:

- the municipality, or another municipality or defined public sector entity,²⁶ owns or agrees to purchase or will own on reversion of the property, the municipal capital facilities including the land where they are situate; and
- the council has declared by resolution that the municipal capital facilities are for the purposes of the municipality and for public use.²⁷

VII. The City of Vaughan North Maple Regional Park Options:

In accordance with the framework set out above, the City of Vaughan may provide financial assistance, and grant various tax and development charge exemptions to persons providing municipal capital facilities at North Maple Regional Park.

As noted above, the classes of municipal capital facilities that may be applicable to the Park are restricted by both the requirements of Section 110 and the Regulation.

The Report recommends three options for the proposed development of North Maple Regional Park:

- Business as usual, City construction and operation;
- City construction and non-profit operation; and
- Recreation facility development and operation partnership.

a. Option 1: Business as Usual:

As the first option recommends a business as usual approach whereby the City would continue to own the lands and will construct, operate, maintain and manage the park and the park facilities without the involvement of another entity at any stage, Section 110 is not applicable.

²⁵ Regulation at s.5.

²⁶ Regulation at s.6(2). The following are public sector entities for the purposes of clause (1)(a):

- The Crown.
- A local board as defined in Section 1 of the *Municipal Affairs Act*.
- A university in Ontario that is authorized to operate as described in section 3 of the *Post-Secondary Education Choice and Excellence Act, 2000*.
- A college established under the *Ontario College of Applied Arts and Technology Act, 2002*.

²⁷ Regulation at s.6(1).

b. Option 2: City Construction and Non-Profit Operation:

In this option, the City would build the park and then partner with a non-profit organization to operate and maintain the park. It is not anticipated that the non-profit entity would own or lease the park facilities or the park lands. As the park and any related facilities will not be owned, leased or developed by the non-profit entity the exemptions from specific taxes and development charges are not applicable.

Based on the description of this option in the Report, it is unlikely that the City will be providing financial assistance to the non-profit entity. Further, as the non-profit entity described would not be a manufacturing business, or other industrial or commercial enterprise, the prohibition against bonusing would not apply and it would not be necessary to make use of Section 110.

We would note that Section 107 applies to this option which permits a municipality to make grants, to any person or group, on such terms as council considers appropriate, for any purpose council considers to be in the interest of the municipality.²⁸

c. Option 3: Recreation Facility Development and Operation Partnership:

According to the third proposed option, the City would partner with a private entity for the development and operation of a recreational facility. The partnership could include the development of the facility or may be limited to the operation and maintenance of the facility.

Section 110 is commonly used in this situation and would permit the City to provide assistance including:

- giving and lending of money and charging interest;
- giving, lending, leasing or selling property;

²⁸ The Act at s.107. Subject to Section 106, (which would not apply to a non-profit entity that is not a manufacturing business, or other industrial or commercial enterprise) Section 107 allows a municipality to make grants on such terms as the municipality considers appropriate to any person or group for any purpose that the council considers to be in the interest of the municipality. The power to make a grant includes the power:

- to guarantee a loan and to make a grant by way of loan and to charge interest on the loan;
- to sell or lease land for nominal consideration or to make a grant of land;
- to provide for the use by any person of land owned or occupied by the municipality upon such terms as may be fixed by council;
- to provide for the use by any person of officers, employees or agents of the municipality upon such terms as may be fixed by council;
- to sell, lease or otherwise dispose of at a nominal price, or make a grant of, any personal property of the municipality or to provide for the use of the personal property on such terms as may be fixed by council; and
- to make donations of foodstuffs and merchandise purchased by the municipality for that purpose.

- guaranteeing borrowing; and
- providing services of employees of the municipality²⁹

related to the development, operation and maintenance of the recreational facility as a municipal capital facility. The City could also provide exemptions from specific taxes and development charges.³⁰

In order for the City to provide this assistance, the City and the private entity must enter into a municipal capital facilities agreement related to the recreation facility including the provision of financial and bonusing assistance and exemptions from applicable taxes and development charges.

In addition, the City would be required to declare, by resolution, that the recreation facility is for the purposes of municipal and public use. The Regulation sets out specific ownership requirements in this scenario. The City, or another municipality, or defined public sector entity,³¹ must own, or agree to purchase, or will own on reversion of the property, the municipal capital facility including the land on which it sits. This requirement should factor into the negotiation of any agreements with a private partner related to the ownership of the recreational facility to be developed, operated and/or maintained.

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²⁹ The Act at s.110(3).

³⁰ We would note that any exception against development charges would potentially need to be indirectly funded through other sources.

³¹ Regulation at s.6(2). The following are public sector entities for the purposes of clause (1)(a):

- The Crown.
- A local board as defined in Section 1 of the *Municipal Affairs Act*.
- A university in Ontario that is authorized to operate as described in section 3 of the *Post-Secondary Education Choice and Excellence Act, 2000*.
- A college established under the *Ontario College of Applied Arts and Technology Act, 2002*.



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