



Report to: Development Services Committee

Report Date: March 7, 2016

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**SUBJECT:** Markham Parks and Open Space Study - Proposed Statement of Work;

**PREPARED BY:** Catherine Jay, Manager Urban Design  
Tom Villella, Manager Zoning and Special Projects

**REVIEWED BY:** Biju Karumanchery, Director Planning and Urban Design

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**RECOMMENDATION:**

- 1) THAT the report "Markham Parks and Open Space – Proposed Statement of Work" be received and endorsed ; and,
- 2) AND THAT Staff be authorized and directed to do all things necessary to give effect to this resolution.

**PURPOSE:**

The purpose of this report is to:

- Inform and seek Council's endorsement of the scope of work contained within the Proposed Statement of Work (attached as Attachment 1); and
- Confirm hiring of a consultant through a Request For Proposal (RFP) process.

**BACKGROUND:**

Markham's parks and open spaces are a vital component of the City's structure and overall public realm. Our parks and open spaces contribute to leisure and recreation opportunities, improve connectivity, and add to the distinct character of the City. Because parks are one of the most important components of our City's land use structure, it is intended that new development and redevelopment will be planned in a comprehensive manner to ensure sufficient parks and open spaces are delivered to meet the needs of existing and future residents. The City wishes to ensure an equitable distribution of parks and open space across the City.

Markham's Official Plan, 2014 (as partially approved on October 31, 2015) ("Markham's OP"), notes in Chapter 4 Healthy Neighbourhoods and Communities, that it is the policy of Council to undertake a parkland deficiency analysis to determine the existing level of service for parks and open space. Markham's OP also provides that the City will acquire new public parkland in accordance with the parkland dedication policies of the Official Plan. The overall purpose of the study is to ensure existing areas of the City are equitably served with parkland, and to provide direction for future planning and development of the City's parks and open space system.

**Provincial Bill 73 – Smart Growth for Our Communities Act, 2015**

Bill 73 received Royal Assent on December 3, 2015. The Bill contains amendments to both the Development Charges Act and the Planning Act. The Development Charges Act

amendments became law on January 1, 2016, however the majority of the Planning Act amendments have not yet come into force, and it is currently not known when this will happen.

Bill 73, in part, amends the Planning Act to require any municipality that wishes to use the “alternative” parkland dedication rate of 1 ha/300 dwelling units (through its OP policies) to complete a “parks study” in order to quantify the parkland needs of the municipality. This regulation would not apply to any Official Plan adopted prior to the effective date of Bill 73, including the Markham Official Plan, 2014. However, as noted above, Markham’s Official Plan, 2014 includes a policy that a Parks and Open Space Study be undertaken, and this policy, if approved by the Ontario Municipal Board, will apply regardless of the requirements of Bill 73.

## **OPTIONS/ DISCUSSION:**

### **Goals of the Study**

Recently the rates at which municipalities within the Greater Toronto Area require parkland dedication have been challenged by the development industry. The parkland dedication policies of the Markham’s OP are currently under appeal to the OMB. As a result, Markham may be required to demonstrate additional justification for the City’s parkland dedication policies included in the Official Plan. This Study will determine the existing level of service for parks and open space facilities, identify a strategy for the acquisition of parks and open space for underserved areas and future development areas, and inform a Parks and Open Space Master Plan providing the City with a blueprint for the implementation of the Study recommendations. There are 3 phases to be implemented over the course of the study. Each phase of the study is detailed below:

### **Phase 1A - Parks and Open Space Provision Analysis:**

The analysis will determine the existing level of service for parks and open space facilities and programs. Developed areas of the City will be examined to determine whether the existing level of parks and open space is adequate to service the needs of the residents, and future development areas will be examined to determine an appropriate amount and location for new parks and open space.

### **Phase 1B - Strategy for the Acquisition of Parks and Open Space:**

Phase 1B will identify opportunities and strategy for the acquisition of parks and open space for underserved areas, and ensure future areas are adequately served recognizing the specific demographics and built form circumstances of each area. The Strategy will explore issues respecting land banking, cash-in-lieu under The Planning Act, target lands, and processes for land acquisition.

### **Phase 2 – Parks and Open Space Master Plan**

The Plan will translate the results of Phase 1A and 1B into a Parks and Open Space Master Plan that provides the City with a blueprint for the implementation of Study recommendations, and ultimately for the development of parks and open space to serve the community to 2041. The Master Plan will also include appropriate mapping in a GIS

format, as required to identify all components of the Plan. The Plan will align with Markham's Greenprint, long term community Sustainability Plan.

### **PROPOSED STATEMENT OF WORK**

The Study will provide Markham with the tools necessary to implement a comprehensive set of policies and standards for parks and open space to 2031. The statement of work will guide the study to:

1. Summarize the legislative framework, including the Planning Act, Official Plan and corporate policies such as Integrated Leisure Master Plan, Greenprint and By-laws relating to the provision of parkland;
2. Review and assess opportunities for parkland provision standards and actual parkland supply in the City's existing developed areas and in its future development areas including intensification areas, and including publicly accessible private land options;
3. Assess the current parkland supply for the City, taking into account population, acceptable walking distance and existing programming/facilities;
4. Analyze demographic, cultural and socio-economic trends that will inform redevelopment of existing parks and acquisition of new parks
5. Outline and quantify the importance and value of a high quality public parkland system as a driver for economic and community development, and the importance of public sector investment in public parkland;
6. Recommend the right type and size of public open space in the right location, for lands within the City, including facility and programming options;
7. Recommend urban design parkland standards, taking into account the Built Form and Urban Design policies in Markham's OP, to ensure quality control, influence community design, create new sources of revenue and efficient operations;
8. Review creative alternatives and successes from other jurisdictions to provide parks and open space (e.g. strata parks, easements, trail connections, publicly accessible/ private open space), including implications for programming and operations;
9. Identify any required updates to the City's Parkland Dedication By-law, 10-Year Capital Forecast for Park Design and Construction;
10. Support and inform the Integrated Leisure Master Plan that will be updated in 2016.

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**OTHER RELATED PARKLAND MATTERS****ROUGE NATIONAL URBAN PARK AND MILNE DAM CONSERVATION PARK**

In 2011 the Government of Canada announced plans to create the Rouge National Urban Park spanning eastern Toronto, eastern Markham, western Pickering and southern Uxbridge. Since that time, Parks Canada has been working with the Province, TRCA and Markham on the transfer of lands for national park purposes. The first transfer of lands took place in Markham as an internal Federal government transfer of lands from Transport Canada to Parks Canada in 2015. In 2015, an additional 21 km<sup>2</sup> were also added to Rouge National Urban Park (RNUP) making its total size 79.1 km<sup>2</sup>. Rouge National Urban Park is a natural park comprising woodlands, valleylands, meadows, wetlands and agricultural lands and diverse habitats for a variety of local and endangered species. The RNUP provides Markham with a unique opportunity to benefit from and integrate its municipal parkland into the function and programming of the National Park. In addition to the Rouge National Urban Park, Markham also contains Milne Dam Conservation Park owned by the TRCA and operated by Markham as a passive conservation park. The Parks and Open Space Study will consider the function of these significant nature based parks in the context of the City's needs for municipal parkland.

**SUSTAINABLE NEIGHBOURHOOD RETROFIT ACTION PLAN (SNAP)**

In 2010, Council directed City staff to collaborate with the Toronto and Region Conservation Authority ("TRCA") to identify and lead the development of a Sustainable Neighborhood retrofit Action Plan within the Thornhill community. The purpose of SNAPs is to accelerate the implementation of sustainable practices in existing urban neighbourhoods by taking an integrated approach to urban retrofits and employing innovative community engagement and social marketing techniques. As part of the SNAP process, Glencrest Park, Bayview Glen Park and Stonefarm Parkette were identified by residents as "outdated" and "underused". This study will make a recommendation as to whether S.N.A.P as an integrated infrastructure and community retrofit program will play a part in the analysis of existing parkland and programming and the overall acquisition and supply of parkland.

**PARKS RENAISSANCE**

As communities grow and evolve over the years, park facilities age and require maintenance or replacement. The demographics, needs and desires of the community also change, and require re-assessment to deliver updated customer services in parks. The parks renaissance program will review requirements to provide improved parks facilities in older, established areas across the City, delivered over a multi-year, phased-in approach. In 2016, Operations will be putting together an RFP for The Parks Renaissance Study. The understanding at this time is that the Parks Acquisition Study will inform the Parks Renaissance Program.

**STRATA TITLE STUDY**

In 2016 the City will be engaging a consultant to undertake a study to address strata title policies and requirements (e.g. public parks above private underground garages). This

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Study will need to coordinate with the recommendations of the Strata study and address its outcomes with regard to the City's supply of parkland.

**FINANCIAL CONSIDERATIONS:**

The study was approved as part of the 2016 Budget process.

**HUMAN RESOURCES CONSIDERATIONS**

Not Applicable at this time.

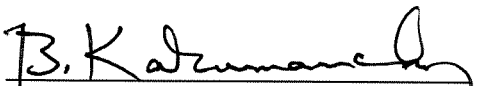
**ALIGNMENT WITH STRATEGIC PRIORITIES:**

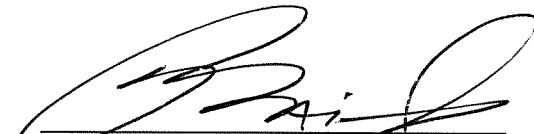
This study fits into the City's strategic priority of Growth Management by implementing Markham's OP and establishing a framework to guide the provisions of parks and open space for residents as part of the Safe and Sustainable Community Initiative. By addressing both existing areas and new communities, the City will be able to better deliver parks and open spaces to improve the quality of life of all residents in the City.

**BUSINESS UNITS CONSULTED AND AFFECTED:**

A Cross Commission staff working team which includes Planning and Urban Design, Legal, Operations, Sustainability and Recreation have reviewed the draft statement of work. Any comments received have been addressed as part of this report.

**RECOMMENDED BY:**

  
Biju Karumanchery, M.C.I.P., R.P.P.  
Director Planning and Urban Design

  
Jim Baird, MCIP, R.P.P.  
Commissioner Development Services

**ATTACHEMENTS:**

Proposed Statement of Work

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**CITY OF MARKHAM  
PARKS AND OPEN SPACE STUDY  
STATEMENT OF WORK**

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**1. Overview**

The City of Markham (“City”) requires a qualified and experienced consultant to undertake a Parks and Open Space Study (“the Study”) to establish a sound approach to parkland dedication, acquisition and delivery for the City over the next 25 years. The Study will ascertain the existing level of service for parks and open space facilities, identify a strategy for the acquisition of parks and open space for underserved areas and future development areas, and inform a Parks and Open Space Master Plan that provides the City with a blueprint for the implementation of Study recommendations. The Master Plan will guide the development of parks and open space to serve Markham’s communities to 2031.

As a result of recent legal decisions in Ontario, simple “empowerment” policies in an Official Plan cannot be solely relied upon to justify the use of alternative parkland dedication rates under the Planning Act. The Study will provide Markham with the tools necessary to implement alternative parkland dedication rates. The consultant should engage legal advisors to assist with the development of study recommendations.

**2. Introduction**

Markham’s parks and open space are a vital component of the City’s structure and overall public realm. They contribute to improving quality of life, community connectivity, and add to the distinct character of the City. Because parks are one of the most important components of Markham’s structure, it is expected that new development and redevelopment will be planned in a comprehensive manner to ensure that a sufficient amount of parks and open space is delivered to meet the needs of the community. An important component of this project will be a review of existing developed areas to ensure that an acceptable level of parks and open space is currently being provided. The City wishes to ensure an equitable distribution of parks and open space across the City. Markham’s Official Plan 2014 (not yet in force) notes that it is the policy of Council to undertake a “parkland deficiency analysis” to determine the existing level of service for parks and open space.

In 2010 Markham Council approved the Integrated Leisure Master Plan (IPMP), a tool to assist decision-makers, stakeholders and the general public in determining needs and priorities related to services and facilities encompassing the parks, recreation, culture and library needs in Markham. Within the ILMP there were specific issues identified related to parks and open space, including ensuring that proper consideration is given to the parkland needs of future residents in areas of intensification. Additional priorities included placemaking through well designed public spaces that actively engage communities, investment in the public realm, and creation of a sense of place and belonging for Markham residents and neighbourhoods.

The overall purpose of the Study is to ensure existing areas of the City are equitably served with parkland, and to provide direction for future planning and development of the City's parks and open space system, taking into consideration demographic, cultural and socio-economic trends.

### **3.Goal**

The goal of this project is to undertake the Study to determine the appropriate quantity and quality of parks and open space required to meet the needs for the City's existing and future development areas. The Study shall be comprised of the following distinct components, which are detailed below:

#### **Phase 1**

Phase 1A - Parks and Open Space Provision Analysis

Phase 1B - Strategy for the Acquisition of Parks and Open Space

#### **Phase 2 – Parks and Open Space Master Plan**

### **4. Project Scope and Requirements**

The successful consultant shall be required to provide the following services, some of which are further outlined in Study structure and tasks below:

- General project co-ordination, including development of a detailed project work plan, creation and maintenance of a log of action items, provision of electronic copies of presentations in advance of scheduled meetings, etc.;
- Summarize the legislative framework, including the Planning Act, Official Plan and corporate policies and By-laws relating to the provision of parkland;
- Review parkland provision standards and actual parkland supply in the City's existing developed areas and in its future development areas including intensification areas, and including publicly accessible private land options in other jurisdictions, for benchmarking purposes;
- Assess the current parkland supply for the City, taking into account population, acceptable walking distance and existing programming/facilities;
- Analyze demographic, cultural and socio-economic trends that will inform redevelopment of existing parks and acquisition of new parks

- Outline and quantify the importance and value of a high quality public parkland system as a driver for economic and community development, and the importance of public sector investment in public parkland;
- Recommend the right type and size of public open space in the right location, for lands within the City, including facility and programming options;
- Recommend urban design parkland standards, taking into account the City's Urban Design standards in the Official Plan 2014 (not yet approved), to ensure quality control, influence community design, and create new sources of revenue;
- Assess the function and contribution of the Rouge National Urban Park(RNUP) and Milne Dam Conservation Park in Markham and ensure connections and linkages from municipal parkland into RNUP and Milne Dam Conservation Park at appropriate locations ;
- Review creative alternatives and successes from other jurisdictions to provide parks and open space (e.g. strata parks, easements, trail connections, publicly accessible/ private open space), including implications for programming and operations;
- Co-ordinate with City staff and/or other consultants in gathering information from various related studies. For example, the Integrated Leisure Master Plan, Parkland Dedication Study, City Official Plan 2014 (not yet in force), and others as determined to be relevant by the City;
- Identify any required updates to the City's Parkland Dedication By-law, 10-Year Capital Forecast for Park Design and Construction;
- Support and inform the Integrated Leisure Master Plan that will be updated in 2016
- Attend one (1) Executive Leadership Team meeting as required;
- Attend meetings and make presentations to various stakeholder groups. A minimum of five (5) meetings are required, however more may be necessary to ensure an effective consultation process; and
- Present the final report to City Council at a public meeting.



The Study shall be clearly written and well organized, and include a table of contents and appendices containing supporting data and information. Status reports and preliminary findings shall be prepared as an interim step in the project to facilitate discussion and consultation on key issues and financial implications under review.

## **6. Study Structure and Tasks**

The consultant shall prepare and submit a detailed project work plan and schedule reflecting project commencement at the beginning of February 2016 and project completion at the end of December 2016. City Council approval of the Study is expected to occur in December 2016. It shall be the responsibility of the consultant to ensure that the project remains on schedule and on budget.

The following represents a set of tasks and deliverables and suggested time frame which may be refined by the City or the consultant at the time of the kick-off meeting.

### **Phase 1**

#### **Phase 1 A - Parks and Open Space Provision Analysis:**

The analysis will determine the existing level of service for parks and open space facilities and programs. Developed areas of the City will be examined to determine whether the existing level of parks and open space is adequate, and future development areas will be examined to determine an appropriate amount and location for new parks and open space.

#### **Task 1: Project Kick-off and scope refinement (Winter 2016 - 1 week)**

The consultant will work with staff to refine and finalize the scope and tasks. At the kick-off meeting the detailed work plan and tasks will be finalized and approved.

#### **Deliverables for Task A1**

- Kick-off meeting with staff Steering Committee
- Final project timeline (Gant chart), agreed to tasks and outcomes
- Finalized Scope

#### **Task 2: Background and Data Collection (Winter/Spring 2016 – 12 weeks)**

The background and data collection phase will help the City to understand socioeconomic, cultural and demographic information, including:

#### **Review of Socioeconomic, Demographic and Urban Structure**

Compile relevant socioeconomic and demographic data including population projections, and review census data and population data in context of current and projected urban structure, including:

- Population and population densities
- Settlement patterns
- Housing patterns and densities
- Socioeconomic patterns
- Cultural patterns

### **Review of Park and Outdoor Facility Inventory, Provision Levels and Trends**

Audit the City's existing inventory of parkland and outdoor recreation facilities:

- Review the supply and distribution of parks and open space in the City. The consultant team will work collaboratively with Markham's Geomatics group to generate the inventory of existing parks and open space. Mapping/inventory information is available to the consultant team in order to assist with the Study.
- Review of, and coordination with, the existing and 2016 update to the City's Integrated Leisure Master Plan

### **Benchmark current parkland and outdoor recreation facility provision levels against those of similar municipalities:**

Review and compare levels of active parkland and facility provision levels with other municipalities including:

- Richmond Hill
- Vaughan
- Oakville
- Mississauga
- Brampton
- Burlington

### **Determine current trends in recreation and leisure**

- Review current recreation trends in context with the City's demographic profile.
- Review current recreation trends in context with existing outdoor recreation services.

### **Review of Previous Plans, Policy and Documents**

- Review of relevant public input received during public consultation regarding the City's Official Plan and Building Markham's Future Together;
- Review of pertinent information from other plans, studies and documents including:
  - a) Official Plan
  - b) Greenprint
  - c) Integrated Leisure Master Plan
  - d) Pathways and Trails Master Plan
  - e) Parkland Dedication By-Law
  - f) Planning Act
  - g) Provincial Policy Statement 2006

- h) Use and Benefits of Local Government Recreation and Parks Services: An Ontario Perspective, 2009
- i) Charter for Recreation and Parks in Ontario, 2009
- j) Environmental Scan, 2006
- k) Rouge National Urban Park Management Plan 2014

### **Deliverables for Task 2**

- Background Report and Presentation to staff steering committee summarizing the review of the data collected.
- Presentation and Background Study to accompany a Staff Report to Development Services Committee – the report will make recommendations on how Council should proceed with regards Parkland Acquisition. The report and presentation will outline the next steps based on Council's decision to proceed and provide an outline for developing a strategy for Parkland Acquisition and the preparation of a Parks and Open Space Master Plan.
- Minimum 2 meetings to finalize study recommendation and presentation

### **Phase 1B - Strategy for the Acquisition of Parks and Open Space:**

Identify opportunities/strategy for the acquisition of parks and open space for underserved areas, and to ensure future areas are adequately served recognising the specific demographics and cultural circumstances of each area. The Strategy will explore issues respecting land banking, cash-in-lieu under The Planning Act, target lands, and processes for when lands come on the market.

### **Deliverables**

- Presentation and Background Study to accompany a Staff Report to Development Services Committee – the report will make recommendations on how Council should proceed with regards to parkland acquisition.
- Minimum 2 meetings to finalize study recommendation and presentation

### **Phase 2 – Parks and Open Space Master Plan**

The Plan will translate the results of Parts A and B into a Parks and Open Space Master Plan that provides the City with a blueprint for the implementation of Study recommendations, and ultimately for the development of parks and open space to serve the community to 2031. The Master Plan will also include appropriate mapping in a GIS format, as required to identify all components of the Plan. The Plan will also provide an assessment of the sustainable community returns, which include economic, social and health, on the investment in parkland using other North American jurisdictions as example.

## **Deliverables**

- Presentation and Background Study to accompany a Staff Report to Development Services Committee – the report will make recommendations on how Council should proceed with regards to parkland acquisition.
- Minimum 2 meetings to finalize study recommendation and presentation

## **7. Meetings and Consultation**

The successful consultant will work with the Project Manager and make presentations to:

- Parks and Open Space Study Staff Working Group;
- Steering Committee/Leadership Team;
- City Council; and
- Stakeholder and community groups

The meetings listed above do not include working meetings that may be required between the successful consultant and City staff necessary to complete the Study.

Prepare a community consultation strategy which may include the following methods:

- Focus groups;
- Roundtables;
- Internet surveys and a social media site; and
- Presentations/workshop with staff and stakeholders
- Face to face surveys at City facilities.

The following minimum consultations will be necessary as part of the Study:

- 7 internal meetings with the steering committee for project start up, ongoing review, research, and preparation of draft and final reports and presentation to Development Services (approximately 2 hours / meeting);
- 1 meeting with Senior Staff/ELT or Project Review
- 2 Interviews/meetings with Stakeholders (Condo Owners, developers, Parks Canada Staff)
- 2 meeting with Development Services Committee for presentation of the Analysis and Recommendations (approximately 4 hours / meeting).

## **8. Study Data and Information**

Electronic copies of presentations shall be provided in advance of scheduled meetings. The successful consultant shall provide, in a format satisfactory to the City, electronic copies of the draft and final reports along with all work completed. Approximately twenty (20) hard bound copies of the final report and one (1) unbound copy will be required. The successful consultant

will provide a final electronic model with **full** modelling functionality (e.g. no hidden formulas, worksheets or critical data withheld) to the City at the completion of the process that includes the incorporation of any amendments made as a result of an appeal/negotiated settlement.

## **9. Budget, Scheduling and Staffing**

The study shall be completed by the end of December 2016, or as otherwise directed by the City. The detailed budget will include the following details:

- Consulting fees (include hourly rates for all key staff on the project team);
- Meeting fees (to be broken down by Consultants, Sub-Consultants as well as phases);
- Additional meeting costs if deemed required
- Disbursements at cost;
- Pertinent taxes; and
- Payment schedule for each study phase.

The work schedule outline will detail proposed:

- task timing;
- consultant assigned to each task;
- task sequence; and
- meeting schedules

## **11. Overall Study Deliverables**

The consultant will provide to the City the following deliverables at the end of the Study:

- Parks and Open Space Provision Analysis (Part A of Study)
- Strategy for the Acquisition of Parks and Open Space (Part B of Study)
- Parks and Open Space Master Plan (Part C of Study)
- Report and Presentation to Committee and Council
- Costing and Budgeting Recommendations
- Community Consultation/Workshop(s)