

Committee of the Whole (Working Session) Report

DATE: Wednesday, May 31, 2023

WARD(S): ALL

TITLE: CITY-WIDE SPORTS FACILITIES NEEDS ASSESSMENT STUDY
INTERIM UPDATE – SOCCER FACILITIES

FROM:

Vince Musacchio, Deputy City Manager, Infrastructure Development

ACTION: DECISION

Purpose

To provide Council with an interim update on the City-Wide Sports Facilities Needs Assessment Study being undertaken by staff and proposed next steps for considering soccer field development opportunities and priorities.

Report Highlights

- Staff initiated a City-Wide Sports Facilities Needs Assessment Study initially focusing on Soccer through recommendations of the 2018 Active Together Master Plan
- All senior soccer fields are in the process of being evaluated using a tiered criteria to determine locations that are ideal candidates for future investment and upgrades
- A variety of requests related to potential investment and/or shared-use of soccer fields has been received from Community Services Organizations and stakeholders
- To help meet Vaughan's continued growing demand for soccer to 2031 and to support local user groups, staff have identified a data-supported analysis to support decision-making and priority needs assessment

Recommendations

1. THAT staff review scope and costing details for identified short-term soccer field improvements at Mackenzie Glen District Park, Sonoma Heights Community Park, and Emily Carr Secondary School (in partnership with York Region District School Board), with funding for design and construction submitted for consideration in the 2024 capital budget process;
2. THAT staff consider additional soccer-related partnerships, funding contributions and development opportunities with local school boards and recognized Community Services Organizations for improving City-owned/managed infrastructure to support soccer growth demands to 2031 and report back to Council as soon as practicable; and
3. THAT a long-term land lease and related capital investments at the Nashville Road Community Church site not be considered at this time.

Background

New sports fields are needed to meet user demands and to service an increasing population

The 2018 Active Together Master Plan (ATMP), approved in principle by Council on May 23, 2018, sets out a vision for a healthier, active, and more mobile community. The ATMP provides the City with a long-range plan for parks, recreation and library facilities, supports the Development Charges Background Study, and ongoing planning efforts including the City's Official Plan and the Service Excellence Strategic Plan.

The purpose of the ATMP is to identify current needs and future facility provision strategies, consistent with the City of Vaughan's commitment to providing safe, accessible, and community-responsive parks and facilities that appeal to a wide range of interests and abilities. Given that Vaughan is one of the fastest growing communities in Canada, timely short and long-range planning is critical to ensuring that facility and service provision properly coincides with development.

In October 2021, the Parks Infrastructure Planning and Development (PIPD) department initiated a City-Wide Sports Facilities Needs Assessment Study to track progress and identify obstacles in meeting the 2018 ATMP sports facility recommendations

The City-Wide Sports Facilities Needs Assessment Study (the "Sports Facilities Study") will provide an evidence-based decision-making tool that will enable the City to make informed, efficient, and cost-effective decisions regarding sports facility recommendations listed in the ATMP, maintain and enhance existing service levels, and help prioritize growth related capital funding and timing.

The Sports Facilities Study has been initiated with a phased approach, beginning with this interim report focusing on soccer, with ball diamonds and other sports to follow (e.g. sports courts). Soccer organizations in Vaughan have experienced generally consistent membership growth in past years. Assuming soccer popularity remains stable, it is expected that the number of youth soccer registrants (aged 5-19 years) will continue to grow at a similar pace as total population. Popularity is also expected to increase among adults. Registration data for adult users has historically not been collected by the City and therefore has not been included in the ATMP or this analysis.

Based on York Region forecasts, the City’s population is expected to grow to 407,300 by 2031. In 2041 and 2051 horizons, the population is projected to increase to 487,500 and 575,200 respectively. The table below is a forecasted registration growth building on data provided in the ATMP. It should be noted that in 2021 the actual number of registered youth was 9,460. The likely reason for this dip is due to COVID-19 with clubs and leagues having to close registration for a period of time. It is expected that registration will normalize over time.

Table 1: Estimated Youth Participants

Year	2016	2021	2026	2031
Estimated Youth Participants (Note 1)	10165	11044 (Note 2)	11882	12609

Note 1: This participant number includes football and rugby clubs as they will require use of soccer fields until such time as sufficient multi-use fields are provided.

Note 2: This figure is based on forecast in the 2018 ATMP. True registration number is 9460.

As a result of expected registration growth, the following recommendation for soccer facilities is identified in the ATMP:

- 33. *Develop **12 additional soccer fields by 2031** (these are unlit equivalent fields, where every lit field is equal to 1.5 unlit fields and every artificial turf field is equal to 2.0 unlit fields). Future field development will require a range of sizes and should be clustered together to form multi-field complexes where possible. In addition to the fields proposed for North Maple Regional Park, three senior lit fields are recommended for District Parks in Blocks 18 and 59 in the short-term and one in Block 41 in the medium-term. Two (2) 9v9 fields are recommended for Neighbourhood Parks (e.g., Blocks 1, 27 and/or 41). At its discretion, the City may choose to provide more fields than are recommended based on geographic distribution and demand for casual use (e.g., mini fields). [short to medium terms e.g. 2018 to 2027]*

Table 2 below provides a progress update regarding the specific locations listed in the above ATMP recommendation No. 33 and likely timeline based on development status:

Table 2: Status of new field developments recommended by ATMP

ATMP Recommendation	Field Location	Ward	Timeline (Note 1)	Status of Field
Two (2) artificial turf fields	North Maple Regional Park	1	Complete	Complete
Three (3) senior grass lit fields in District parks	Martin Tavares Park	4	N/A	Not in Program
	North Woodbridge District Park (Block 59)	2	Medium Term	Under Review
	Block 41 parks	1	Long Term	Under Review
Two (2) 9v9 fields in Neighbourhood parks	Block 1	5	Long Term	Under Review
	Block 27 parks	1	Long Term	Under Review
	Block 41	1	Long Term	Under Review

Note 1: Short Term – 2023-2027, Medium Term - 2028-2032, Long Term - 2033+

As demonstrated in Table 2 above, some locations recommended by the ATMP may not be achievable due to inadequately sized park blocks to accommodate senior fields and competing interests for park programming. Where fields are achievable, development pace will likely not provide the necessary parkland within a timeline to meet short or medium term needs e.g. by 2031. As a result, through the Sports Facilities Study, staff are identifying alternate locations and investments to deliver the needed senior and 9v9 fields.

Table 3 below provides information on progress made so far in increasing the City's inventory of senior soccer fields since 2018.

Table 3: Increase in inventory of senior fields from 2018 to date

Soccer Field	Type	Ward	Change	Unlit Equivalent (ULE)
North Maple Regional Park - Field #1	Artificial Lit	1	New field constructed	+2
North Maple Regional Park - Field #2	Artificial Lit	1	New field constructed	+2
Ontario Soccer Centre - Field #1	Senior Lit	2	Added field lighting	+0.5
Ontario Soccer Centre - Field #2	Senior Lit	2	Added field lighting	+0.5
Concord Community Park - Field #1	Senior Unlit	4	Decommissioned	-1
Concord Community Park - Field #2	Senior Unlit	4	Decommissioned	-1
Chatfield District Park	9v9	3	New field constructed	+1
Langstaff Park	9v9	4	3 mini minis converted to a 9v9	+1
Summit Park	9v9	1	New field constructed	+1
Woodgate Pines Park	9v9	1	New field constructed	+1
Vaughan Grove Sports Park – Field #1	Senior Lit	2	Natural grass to artificial	+0.5

Nashville Road Community Church	Senior Unlit	1	Long term lease under review	-1
Nashville Road Community Church	Senior Unlit	1	Long term lease under review	-1
Total Net Change				+5.5

As shown in Table 3 above, a net total of 5.5 additional fields (ULE) have been added to the City’s inventory since 2018. Therefore, 6.5 ULE fields are still needed by 2031 to meet the ATMP Recommendation No. 33.

Anticipated obstacles in meeting ATMP facility provision targets

As a result of the latest provincial legislation (Bill 23) and amongst other factors such as increasing cost of land, quality, and location, staff anticipate that the City will face increased challenges in acquiring parkland of sufficient size and suitability to accommodate new soccer facilities, particularly senior-sized soccer fields. This challenge is anticipated to become increasingly prevalent in areas of infill development and planned intensification such as the Vaughan Metropolitan Centre, Yonge and Steeles, and Vaughan Mills Centre.

In addition, as a result of Bill 23, staff anticipate a significant reduction in cash-in-lieu of parkland collected, resulting in less funds available to acquire lands for parks and recreational purposes. Staff also anticipate a reduction in availability of development charges to contribute towards the funding of new soccer facilities, given reduced collection requirements and competing infrastructure needs.

As a result of the above key constraints, opportunities to partner and/or accept funding support from community partners and organizations should be considered and evaluated by City staff based on an evidence-based decision-making toolbox.

Opportunities to meet ATMP facility provision targets

While constructing sports facilities in new communities is important, it is also a priority of the City to optimize existing assets. A significant opportunity to increase the capacity (i.e. permittable hours) of existing soccer fields is through field upgrades thereby optimizing the use of existing fields. A standard approach to comparing the factor of useability of a field is by applying the concept of Unlit Equivalent (ULE) units where 1 lit field equals 1.5 unlit fields and one artificial turf fields equals 2.0 unlit fields as per the following rationale:

Table 4: ULE description

Type	Description	ULE
Natural Grass Field	Typical natural grass surface senior field unlit.	1
Lighting	Converting unlit fields to lit fields provides users with extend permitting hours to 11 p.m., whereas unlit fields close at 9 p.m or effectively at sunset.	1.5

Artificial Turf	Converting natural grass/sod fields to artificial turf provides users with an extended playing season beginning earlier in spring and later into autumn, whereas grass fields are open for permit from May to September. Artificial turf also eliminates the need for weekly field rest and maintenance days.	2
Indoor Dome (Seasonal or Permanent)	Converting an outdoor field to an indoor field for winter months or year-round. Note: Doming or covering facilities is a level of service not currently offered by the City.	>2.5

Repurposing is another avenue of optimization when converting facilities with low demand to a type of facility that is higher in demand (e.g. converting 2-3 adjacent mini soccer fields to 1 senior soccer field).

The Sports Facilities Study considers upgrade opportunities for senior soccer fields only, as the City’s current level of service does not include lighting or artificial turf upgrades for 9v9, mini, and mini-mini fields. However, the inventory and usage of these fields is being reviewed as part of the Sports Facilities Study.

Previous Reports/Authority

[Active Together Master Plan for Parks, Recreation and Libraries – 2018 Review and Update](#)

Analysis and Options

As part of the Sports Facilities Study, all 46 senior soccer fields in the City’s inventory are being evaluated to determine which fields are strong candidates for optimization through capital improvements and/or partnerships

The following criteria and review methodology has been developed to inform final recommendations.

‘Tier 1’ Criteria

The ‘Tier 1’ Criteria disqualifies fields that are not ideal candidates for lighting, artificial turf, and/or doming upgrades due to one or more of the following reasons:

1. Field Condition: Poor physical site condition (i.e.. field drainage, grading). Field is difficult to maintain, and conditions are unsustainable.
2. Ownership: Soccer field is under private ownership (excluding Public School Boards). Facilities within City-owned lands should be prioritized for investment,

followed by School Board-owned lands, followed by privately-owned fields where long-term agreements can be secured.

3. Orientation: Soccer field is oriented east-west. North-south orientation is preferred by industry professionals and local organizations to reduce impacts of sunlight on users. Note: Fields were not eliminated if orientation was the only quality they exhibited from this list.
4. User Booking: The field is booked less than 20 percent of the time. Fields that are already preferred by clubs and are well-used should be prioritized for investment. Further analysis is planned to be completed as to why some fields experience low utilization by clubs.
5. Location: The field is in a neighbourhood park in a residential area. The City's standard level of service is for sports fields to remain unlit when in neighbourhood parks since these fields are typically in close proximity to residential. Field lighting may be suitable if the neighbourhood park is located within a commercial or industrial area, such as Le Parc Park.

Applying the 'Tier 1' criteria resulted in 35/46 senior soccer fields identified as candidates for improvement.

'Tier 2' Criteria

A total of **35** senior soccer fields (6 artificial lit fields, 19 senior lit fields, and 10 senior unlit fields) were evaluated using the 'Tier 2' site selection criteria below:

User Base

- a. User group feedback (including 2023 soccer club survey)
- b. Amount of field time booked
- c. Number of user groups sharing the field

Amenities

- a. Field lighting
- b. Access to parking
- c. Access to washrooms

Field Characteristics

- a. Park Typology
- b. Number of clustered senior soccer fields
- c. Field condition
- d. Field ownership
- e. Field orientation
- f. Proximity to intensification area
- g. Equity in distribution

Each criterion above was assigned a weight of 5, 10, or 15 based on level of importance from the perspective of staff and user group feedback. After applying the Tier 2 criteria, each of the remaining 35 senior soccer fields received a score out of 100 percent, where a score of 100 percent theoretically indicates the best candidate for future investment.

Soccer User Group Survey

In March 2023, staff invited soccer Community Service Organizations (CSOs) to complete a survey to understand current priorities and preferences.

The CSO soccer groups that were invited and participated in the survey are:

- Glen Shields FC
- International FC Soccer School
- Kleinburg Nobleton Soccer Club
- Schwartz Reisman Centre/JCC
- Vaughan Soccer Club
- Woodbridge Soccer Club

The survey collects information on registration growth and field preferences, and feedback on the evaluation criteria that is being used in the Sports Facilities Study. The survey also provided an opportunity for clubs to identify specific fields they would like the City to consider for further investment or enhancement.

The results of the survey are summarized below:

- All organizations are anticipating membership growth to some extent over the next 5 years.
- Most clubs prefer artificial turf over natural grass for both practice and game play due to operational benefits, however both types are desired.
- Most clubs agree that there is a need for more 9v9 fields.
- Most clubs agree that there is a sufficient supply of mini fields and mini-mini fields, however the condition of these fields needs to be improved.
- Some clubs are noticing an increase in female membership.
- Some clubs request an increase in park patrolling to discourage field vandalism, and non-permitted users playing on the field during times when clubs have a permit.

The results of the survey informed the site selection criteria.

City-Wide Sports Facilities Needs Assessment Study Public Survey

Staff solicited public input on the Sports Facilities Study through an online survey that ran from November 24, 2021 to December 12, 2021 with responses received from 122 residents. Through the survey, participants were invited to provide feedback on the following:

1. Use an interactive map to identify which sports fields and courts they use and where they would like to see additional facilities;

2. Complete a survey to provide input on the need for additional sports facilities and improvements to existing facilities throughout Vaughan.

The survey was promoted through a Public Service Announcement and social media campaign, the City’s corporate channels, including the digital signage network, the homepage of vaughan.ca, community centre television screens and councilor media packages.

The results of the survey helped inform the study with the following key takeaways:

- 86% of respondents use outdoor sports courts or fields in Vaughan;
- 40% of respondents participate in soccer, amongst other sports;
- Over half of respondents expressed they are not able to participate in outdoor sports often as desired. The primary reason was attributed to lack of facilities (61), followed by lack of sports programs (e.g. clubs, leagues) (23), program not offered (18), lack of transportation (6) or time (5), too expensive (3) and unaware of sports opportunities (2);
- Respondents are more satisfied with outdoor facilities for children and youth than they are for young adults, adults and older adults;
- Respondents are supportive of:
 - More indoor fields or courts to use over the winter season and winterizing existing outdoor facilities
 - Provision of new sports court and sports field, and some updates and improvements (e.g., lighting, fencing, surfacing, etc.)
 - More sports courts and sports fields closer to home.

Partnership opportunities

To date, several soccer CSOs and two school boards expressed interest in partnering with the City or providing financial contributions to upgrade City-owned soccer fields. Below is a list of the proposals received to date:

Table 5: Proposals received to date

Location	Ward	Source of request	Nature of request
Emily Carr SS	2	York Region District School Board	Convert existing senior unlit grass field to artificial turf
Ontario Soccer Association (OSA)	2	Woodbridge Soccer Club	Dome existing lit grass senior field (Field #1)
North Maple Regional Park	1	Vaughan Soccer Club	New domed turf senior field
Nashville Road Community Church (Calvary)	1	Church ownership	Request for City to enter into a long-term land lease subject to investing in parking, playground area, field improvements to allow use of a two senior soccer field and two mini fields
Dufferin District Park	5	IFC Soccer School	Convert existing senior lit grass field to artificial turf

St. Joan of Arc CHS	1	York Catholic District School Board	Convert existing senior lit grass field to artificial turf or multi-use sports dome
St. Jean De Brebeuf CHS	3		
Father Bressani CHS	3		
St. Elizabeth Catholic CHS	5		

The proposed financial contributions from CSOs did not influence the evaluation criteria or final score of each senior field, however the study team recognizes the proposed partnerships with public agencies such as school boards are significant and valuable opportunities that should not be disregarded.

Proposed Investment Scenario

The study team has identified the following investment scenario based on the scoring results of the Sports Facilities Study in combination with the partnership opportunities:

Table 6: Proposed Investment Scenario

Recommended Timing	Ref. No.	Soccer Field	Existing Field Type	Proposed Change	ULE Change	Est. Capital Cost	Est. Annual Operating Cost	
Short-Term	A	Sonoma Heights Community Park	Sr. Unlit	Lighting	+0.5	\$350,000	\$7000	
	B	Mackenzie Glen District Park	Sr. Unlit	Lighting	+0.5	\$350,000	\$7000	
	C	Emily Carr SS	Sr. Unlit	Artificial Turf + Lighting	+1	\$2.05 million (Note 1)	\$16,000	
Medium Term	D	North Maple Regional Park	-	Dome	+2.5	Third party lease	N/A	
	E	Dufferin District Park – Field #1	Sr. Lit	Artificial Turf	+0.5	\$3.35 million	\$16,000	
	F	OSA – Field #1	Sr. Lit	Dome	+1	Third party lease	N/A	
	G (Note 2)		St. Joan of Arc CHS (Note 3)	Sr. Unlit	Convert to Artificial Lit	+0.5 to +1	\$2.05 million (Note 1)	\$16,000
			St. Jean De Brebeuf CHS	Sr. Unlit	Convert to Artificial Lit			
			Father Bressani CHS	Sr. Lit	Convert to Artificial Lit			
			St. Elizabeth CHS	Sr. Lit	Convert to Artificial Lit			
Totals					+6.5 – 7.0	\$4.8 to \$6.1 million	\$46,000 to \$62,000 annually	

Note 1: Costs are based on 50/50 cost share with School Board for conversion to artificial turf.

Note 2: 1 of 4 fields listed is to be considered at this time.

Note 3: Field is currently privately-owned and not part of the City's inventory. Any operating costs incurred on this field would be new as it is not currently maintained by the City.

As part of the plan of action, staff recommend not consider a long-term land lease and related investments for improvements to the existing soccer fields (two senior and two mini fields), parking, and amenities at Nashville Road Community Church. Although this results in the loss of soccer fields from the City's inventory, the recommended plan will offset the loss.

As shown in Table 6, opportunities A, B, and C are recommended as investments that should be made within a short-term timeline to increase service levels.

Opportunity A - Mackenzie Glen District Park

Installing lighting at the existing senior unlit grass field will bring the park in line with the City's standard level of service, which includes lighting sports fields in District Parks. This field received the highest score of all the unlit fields.

Opportunity B - Sonoma Heights Community Park

Installing lighting at the existing senior unlit grass field will bring the park in line with the City's standard level of service, which includes lighting sports fields in District Parks. This field received the second highest score of all the unlit fields. In addition, the adjacent artificial turf field within the park is lit.

Opportunity C - Emily Carr Secondary School

Partnering with the YRDSB to convert the existing senior unlit grass field to artificial turf and install lighting will allow for additional permit hours and an extended playing season that will help meet growth and user demand for soccer and provide additional revenues to the City. Entering into an investment partnership agreement will be subject to a review of terms, conditions, shared costing, and scope details. Associated capital costs would be rolled into the 2024 budget request.

Opportunities D to G – Medium Term Recommendations

Similar to the above recommendation to partner with YRDSB, staff will continue to monitor, evaluate, and report on opportunities presented to the City which have potential to contribute to meeting 2018 ATMP targets or as updated with forthcoming ATMP review planned for completion in 2024. In particular, staff are interested in exploring the feasibility of partnering with external groups to offer domed facilities in line with user group interests for year-round play.

Risks associated with non-investment in soccer facilities until 2031

Should the number of youth participants grow as forecasted in Table 1 and the City make no investments in increasing the supply of senior soccer facilities to 2031, the City will be in a position where the ATMP facility provision rate of 1 field per 80 youth participants is no longer met. As a result, approximately 500 participants aged 13 to 19 years old (equivalent to 4 percent) will likely be without access to soccer field. This scenario would also result in reduced capacity for soccer organizations to accommodate additional members or expand their programming offerings.

In addition, in a scenario where School Boards elect to partner with private organizations on upgrading their facilities, the City may lose partial or full access to those soccer field(s) managed by the City and already included in the above soccer field inventory.

State of Good Repair

Through ongoing discussions with user groups, staff have received requests for minor improvements to specific fields. Some of the requested improvements to date include:

- requests for increased fence heights behind goal posts;
- requests for improved drainage and consideration for irrigation of the fields;
- requests regarding maintenance/natural grass cutting;
- requests for by-law surveillance or increased signage to deter non-permitted users from utilizing the field during permitted hours;
- requests for locked storage containers or similar for equipment storage (eg. pylons, jerseys) on 'home fields';
- requests for signage in heavy foliage to warn against entry (regarding retrieving lost soccer balls/baseballs).

Completing the above improvements will not impact the supply of soccer fields in the City. However, the improvements are being reviewed on a case-by-case basis and will be assessed based on cost magnitude in relation to long-term use of the associated field.

Financial Impact

The Sports Facilities Study will set out an assessment of capital costs for implementing outdoor sports facility improvements and redevelopment works, including the need for additional studies, design, permitting and construction. The funding for these capital

costs will be reviewed and assessed through future budget plan process for Council's review and approval.

The capital cost to implement Opportunities 'A' and 'B' is estimated to be approximately \$350,000 per field. The capital cost to implement Opportunity 'C' is estimated to be approximately \$2.05 million. This results in a total of \$2.75 million (excluding admin, tax, contingencies, cost escalation) based on assets to be co-funded by both school and the City and those are identified as solely City's cost. The funding for these capital costs would be identified for consideration in the 2024 capital budget process.

Capital costs associated with upgrades in response to growth needs can be funded from the Community Services Development Charges Reserve. However, costs associated with capital asset renewals are typically funded from tax-supported infrastructure renewal reserves and/or other contributions.

Operational Impact

The operating cost to implement Opportunities 'A' and 'B' is estimated at \$7,000 per field per annum, inclusive of costs for hydroelectricity (lighting), waste collection, and routine field maintenance due to 'wear and tear'.

The operating cost to implement Opportunity 'C' is estimated at \$16,000, inclusive of costs for hydroelectricity (lighting), waste collection, provision of a portable washroom, and outsourced field maintenance (including brushing / repairs / infill top-up & sterilization of artificial turf).

Additional revenues through permitting is estimated between \$128,000 and \$160,000 per year based on utilization as a result of the additional hours and upgraded field type that Opportunities 'A', 'B', and 'C' will provide.

Broader Regional Impacts/Considerations

All school boards having jurisdiction within the City of Vaughan and user groups shall be consulted concerning improvements, redevelopment and/or shared use agreements, including discussions regarding potential future partnerships.

Completion of this project will demonstrate the City's commitment to supporting local sports and Community Service Organizations, regional/provincial/national sport tourism and economic development opportunities.

Conclusion

The City-Wide Sports Facilities Needs Assessment Study represents a concerted effort to monitor, review and provide updated recommendations to the existing 2018 Active Together Master Plan. The initial recommendations regarding soccer, and future recommendations related to ball diamonds and sports courts, will identify investment opportunities and priority considerations to ensure adequate resources are in place to meet the current ATMP recommendations and to provide important information for the upcoming review and update to the ATMP.

Following this ongoing analysis on soccer, a similar methodology will be applied to the City's inventory of ball diamonds to inform the 2024 budget.

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Attachments

None

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