

Town of Whitby Staff Report

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Report Title: North Whitby Sports Complex - Update

Report to: Committee of the Whole

Date of meeting: June 15, 2020

Report Number: CMS 03-20

Department(s) Responsible:

Community Services Department

Submitted by:

John Romano, Commissioner,
Community Services

**Acknowledged by M. Gaskell, Chief
Administrative Officer**

For additional information, contact:

Matt Powers, Manager of Parks, Park
Planning and Culture, 905-767-6020

Aimee Pugao, Planner II, Parks Planning
and Culture,

Steve Walo, Asset Management
Supervisor

1. Recommendation:

1. That Community Services Report, CMS 03-20 be received as information;
2. That Staff be directed to issue a Request for Proposal (RFP) for the selection of the Design Consultant for the North Whitby Sports Complex (NWSC); and,
3. That the Design Consultant be instructed to make provision in the design for the potential for a connection to a future district energy plant, should Council decide to implement same, into the building design.

2. Highlights:

- The NWSC is included in the Community Building category of the Town's 2020 – 2022 Business Plan.

- The NWSC was identified by the Sports Facility Strategy (SFS), as the next indoor sports facility to be constructed to meet the needs of our growing community.
- The Sports Facility Strategy involved considerable public, key stakeholders, community advisory groups, staff and Council consultation to develop recommendations.
- The 2020 Capital Budget identified \$45,000,000 for the construction of the NWSC with the plan to undertake design in 2020, construction in 2022 with a planned opening of the facility in 2024
- The next step in the development of NWSC is the selection of the Design Consultant to begin the detailed design.

3. Background:

The concept of the NWSC was first identified as part of the SFS which was approved by Council in 2015 Report [CMS 35-15](#). The SFS was undertaken to provide a comprehensive strategy to guide the planning and management of the Town's sports facilities towards the year 2031.

The SFS identified the need for a number of indoor facilities that are required to maintain service levels for a growing community, as summarized below:

- a. twin-pad arena with 85' by 190' ice pads, one of which is possibly encircled by a three-lane indoor walking/jogging track;
- b. indoor aquatic centre with a 25 metre lap pool with deep end and separate leisure pool(s);
- c. active living/wellness studio

The Sports Facility Strategy recommended the above facilities be consolidated under one roof while also containing non-sport components which could include meeting rooms, arts and cultural space and studios. The intent is to create a multi-faceted hub of community services in one location.

The SFS recommended the sports complex be located at Brooklin Memorial Park/Luther Vipond Memorial Arena site, however there were concerns identified with this location regarding access, traffic and impact on the local residential neighbourhood. The sports complex is projected to attract over 1.5 million visits annually.

In December 2017, Council approved a land exchange as outlined in Confidential Report CMS 51-17. The land exchange involved a Town owned parcel of land, 5.01 hectares (12.38 acres) on the east side of Baldwin Street North for a Fieldgate (Winash) Developments owned parcel of land, 5.677 hectares (14.03 acres) on the west side of Baldwin Street North, as shown on Attachment 1. The land exchange agreement was completed in September 2019.

In September of 2019, Report [CMS 22-19](#) directed staff to develop facility design concepts, undertake public engagement, and to make an application to the Investing in Canada Infrastructure Program (ICIP) in order to offset the costs of the NWSC.

The public and stakeholders consultation was conducted from Winter 2019 to Spring 2020 (Q4 - Q2) which included a facility concept design for the NWSC.

4. Discussion:

The next step in the development of the NWSC is to retain the Design Consultant which includes the Architect and Sub-Consultants to begin the design process. If directed by Council, staff will prepare a Request For Proposal (RFP) to solicit qualified Design Consulting firms to submit proposals for the project.

The RFP will be structured to give preference to firms with experience developing recreation facilities similar to NWSC, including experience in sustainable design of accessible recreation centres. A team of staff from Corporate Services - Procurement Division, the Chief Administrative Officer's Office – Community Advancements Division and Community Services – Facilities and Recreation Divisions will be assembled to evaluate the proposals received in response to the RFP. Staff will report back in the fall 2020 with a recommended Proponent for Council's approval.

If Council supports the development of a district energy plant, the building design will include provisions for a potential future connection to a district energy plant.

As a condition of the Investing in Canada Infrastructure Program (ICIP) any expenses committed prior approval of the grant are ineligible. Staff will ensure that the RFP and award to the recommended Design Consultant are timed to ensure funding eligibility.

Once the Design Consultant has been selected, staff will work with the firm to develop the design based on the feedback received to date. These designs will be presented to various interested parties including members of the public, key stakeholders, advisory committees, staff and Council to refine the design. The final design will be presented to Council for final approval prior to the construction tender being issued.

To expedite the construction of the NWSC, while the design process is underway, staff will issue a Request for General Contractor Pre-Qualification (RFPQ) to shortlist up to six (6) qualified general contractors who will bid on the construction tender for the NWSC.

Staff will report to Council, requesting approval and direction to award the construction contract once the low compliant bidder has been validated.

Key Project Milestones

Milestone	Estimated Timeframe
Design Consultant RFP Period	July 2020
Consultant Evaluation/Selection/Award	November 2020
Design Period	December 2020 to January 2022
Council Approval of Design	February 2022
Construction Tender	March to April 2022
Construction Period	May 2022 to July 2024
Facility Opening	September 2024

While the full impact of COVID19 are not understood, staff believe that schedule as outlined is achievable.

Staff believe that once the health crisis is over there will continue to be a demand for recreation services. Any lessons learned from the current health crisis will be incorporated into the design and any impacts to the budget will be reported to Council for approval.

5. Financial Considerations:

The Council approved Capital Budget identified \$45,000,000 for the North Whitby Sports Complex.

Industry standard for design consultant fees on a project of this nature is approximately 5.5% to 8% of the project construction costs. It is anticipated that the design consultant fees for the NWSC to be between \$2,000,000 and \$3,000,000.

A grant application was submitted to the ICIP in the fall of 2019. Applicants are expected to be notified of the federal/provincial decision in summer 2020. Any costs incurred on the project prior to the federal funding decision will be ineligible. In addition, the NWSC was included as part of a submission from the Town to the MP and MPP as a shovel ready project, should any funding opportunities become available as part of stimulus fund in response to COVID-19.

6. Communication and Public Engagement:

Using the recommendations in the SFS, staff developed initial concepts and held key stakeholder feedback sessions. These concepts were shared with Council through a memorandum (Attachment 1). In total, 29 organizations were invited to participate in these key stakeholder feedback sessions. There were 14 groups that attended representing ice, floor and aquatic users.

At the sessions, staff provided the background that was used to develop the concept. Discussions were held around current trends and needs of the various organizations. The comments gathered will be provided to consultants awarded the project to be used as background information for the design. An Interested Parties List has been established and staff are working to develop information for the Town's website to keep residents informed throughout the process.

The development of the SFS included significant research and community consultation. The consultation informed and directed the SFS recommendations and the amenities of the proposed NWSC.

The community consultation for the SFS involved many tactics including a public survey, which received 653 respondents and targeted user group surveys with 12 groups responding. Additionally, there were 3 public information center sessions attended by over 70 people. Key informant interviews and workshops were held with stakeholders from all user groups and staff from all departments. The stakeholder focus groups were organized into 5 categories, Outdoor Sports, Indoor Sports, Emerging Sports, Youth and Older Adults; and the Seniors Committee of Council, Community Connection Executive Board of Directors, Diversity Inclusion and Advisory Committee, and Accessibility Advisory Committee were all represented at the stakeholder workshops.

7. Input from Departments/Sources:

Staff from the Corporate Services Department and Chief Administrative Officer's Office will participate will assist Community Services staff in the development of the RFP document and in the evaluation to recommend the Design Consultant.

Community Service staff will continue to work with Public Works staff to ensure the NWSC construction aligns with the construction of the mid-block arterial and connects with active transportation facilities.

8. Strategic Priorities:

The project supports many Council goals, including ensuring effective public engagement and consultation by continuing the public consultation and information sharing throughout the project. By involving staff from across the organization the project will engage staff to solve problems and deliver the best results to residents. This engagement of staff and rigorous oversight of the project will ensure sound financial management and respect for the taxpayer. The project helps support building complete and walkable communities so that Whitby remains the community of choice for families and increases recreational opportunities for residents and tourists.

The development of the NWSC is identified in the 2020 - 2022 Business Plan under the Community Building category. The project aligns with the Customer Corporate Strategic Priority as the project will help ensure there are facilities that can accommodate the growing community's demand for indoor recreation opportunities. The first step in achieving an accessible and sustainable sports centre is ensuring the RFP for the design consultant prioritizes experience with the design of accessible and sustainable recreation centres.

9. Attachments:

[Attachment 1 - North Whitby Sports Complex – Community Consultation Update Memorandum](#)

Memorandum to Council

Community Services Department

Parks and Recreation Division



To: Mayor and Members of Council

CC: Matt Gaskell, Chief Administrative Officer

**Acknowledged by M. Gaskell,
Chief Administrative Officer**

From: John Romano, Commissioner, Community Services

Date: February 28, 2020

File #: N/A

Subject: North Whitby Sports Complex – Community Consultation Update

Next week staff will begin the community consultation process with three Key Stakeholder sessions held on March 5 and 10. These sessions will be used to present concepts based on Sports Facility Strategy recommendations and verify that the research and community consultation completed to date is still current. Staff will be providing our stakeholders with the background information and studies that were used to develop the concept and location of North Whitby Sports Complex and provide high level concept drawings. (see attached) This information will be used as the basis for discussions to confirm that the proposed concept will meet the anticipated future needs of our stakeholders. All minor sport and adult user groups have been invited to attend one of the Key Stakeholder sessions.

As depicted in the attachments, the proposed new facility will consist of 2 ice surfaces similar to Pad 1 or 2 at McKinney Centre, an aquatic facility including a leisure pool, a therapeutic pool and an 8 lane, 25 metre pool. In addition, there will be a walking track around one the ice pads, multipurpose programming space and associated administration spaces.

In May a Council Report will be prepared highlighting the comments received through the Key Stakeholder consultation process and requesting approval to hire a prime consultant to begin the detailed design. Broader public consultation will begin after the prime consultant has been engaged and designs are further refined. The feedback gained through the broader public consultation will be incorporated into the final design.

The need for new indoor recreation facilities was first formally identified in 2006 through the Culture, Parks, Recreation and Open Space Strategic Master Plan (CPROS) which was approved by Council through Council Report CMS 15-06. This plan recognized that

with growth new facilities would be required and recommended that a Sports Facility Master Plan be conducted.

In 2015 the Department undertook the Sport Facility Strategy (SFS). This strategy was developed with planning consultants Monteith Brown and involved a significant amount of community consultation including Public Information Centres, Web Survey, User Group Survey, Stakeholder Focus Groups and Key Informant Interviews. In addition, the draft findings were presented to User Groups, School Boards and Key Partners. The planning to date for the North Whitby Sports Complex has been based on the findings and recommendations of the SFS, as well as the site size and location.

The SFS recommendation related to ice facilities is as follows: “Construct a multi-use community centre at the Brooklin Memorial Park site or other suitable alternative location commencing around the year 2020. The facility should contain a twin pad arena, indoor aquatics centre, active living studio, indoor track and any other program or community space deemed to be required through other municipal planning process.”

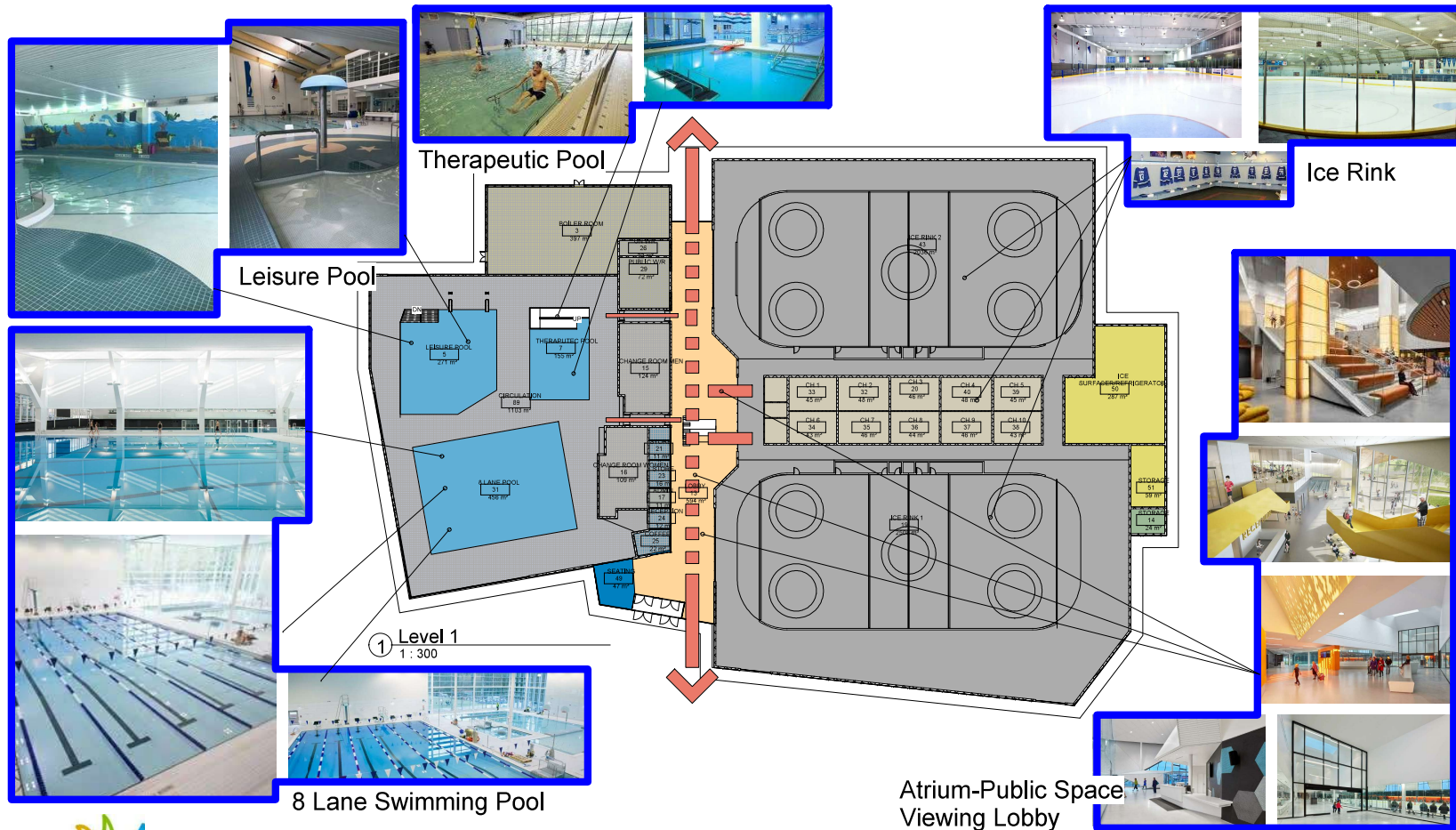
In 2017, understanding that the largest consumer of prime- time ice is youth under the age of 19, staff undertook a review of minor sport ice utilization and participation levels to identify any changes in usage since the SFS. Using Census Data staff determined the current percentage of Whitby residents under 19 years of age participating in ice sports, then determined how many hours of prime time ice would be required to service the projected population growth. This review determined that the recommendation in the SFS was still valid.

With one aquatic centre per 65,700 the Town's service level for the provision of aquatics facilities is at the lower end of the benchmarked spectrum when comparing other Greater Toronto Area municipalities. There continues to be large waitlists and demand for increased aquatics programming. Staff has increased the number of program hours in the existing aquatics facilities from 77,150 hours in 2012 to 88,495 hours in 2019. Despite this increase there were 371 people on a wait list for aquatic programs in 2019. There are very limited opportunities to further expand aquatic programming in the existing facilities.

The SFS recommendation related to aquatic facilities is as follows: “Construct one indoor aquatic centre as part of a new multi-use community centre. The new aquatic facility should be designed in manner to respond to program and drop-in needs for a wide range of ages, interests and abilities. The facility should contain a 25 metre rectangular pool with a minimum of six lanes; a separate leisure pool designed to larger specification than existing Town standard and should also consider the provision of water play components.”

The current concept incorporates the elements recommended in the SFS and adds a therapeutic pool to meet the growing demands of older adults in the community. In addition, the expansion to an 8 lane 25 metre pool is recommended to increase the flexibility and capacity to better meet the needs of the growing community.

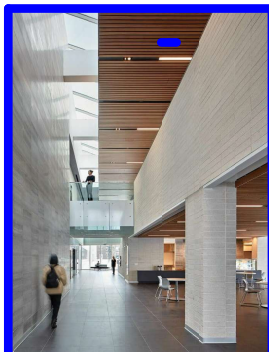
North Whitby Sports Complex 1st Floor Concept



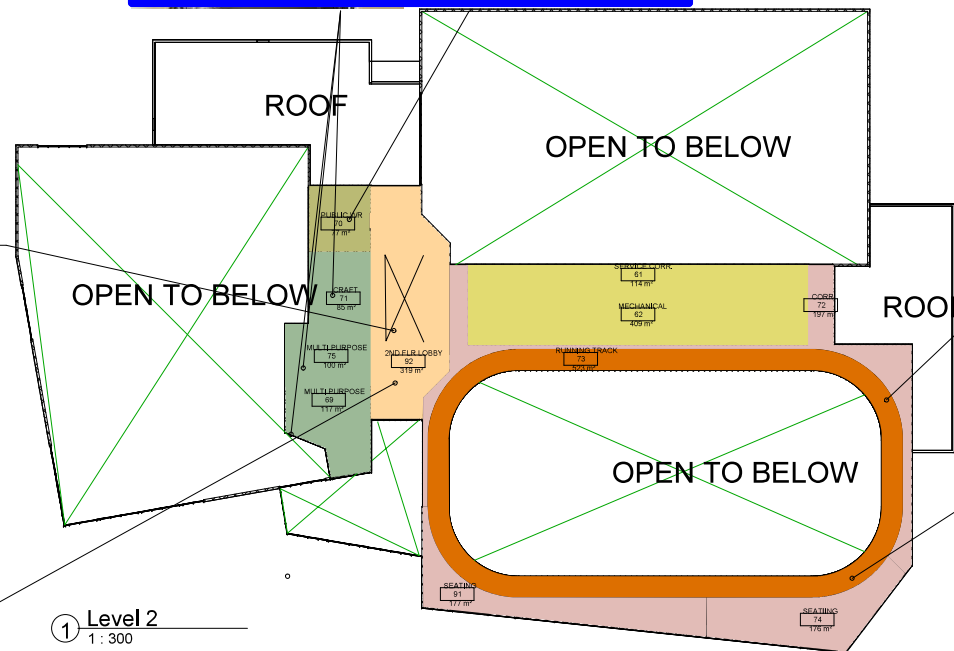
North Whitby Sports Complex 2nd Floor Concept



Multi Purpose Room



2nd FLR Lobby Viewing Building Entrance



Running Track located above the Ice Rink

Whitby North Sports Complex Aerial View



Whitby North Sports Complex Location Map

