

Town of Whitby Staff Report

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Report Title: Whitby Sports Complex (WSC) – Project Update and Next Steps

Report to: Committee of the Whole

Date of meeting: March 1, 2021

Report Number: CMS 04-21

Department(s) Responsible:

Community Services Department

Submitted by:

John Romano, Commissioner of
Community Services

**Acknowledged by M. Gaskell, Chief
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1. Recommendation:

- 1. That the Community Services Report, CMS 04-21 be received as information;**
- 2. That Staff be directed to begin the Whitby Sports Complex Community Engagement process and present the three (3) Design Concepts; and,**
- 3. That Staff be directed to report back to Council with the recommended design option considering the feedback received through engagement on the project.**

2. Highlights:

- The Whitby Sports Complex (WSC) will be located adjacent the proposed Mid-Block Arterial Road (MBAR), recently constructed MTO/Metrolinx Commuter Car Pool Lot, future Fieldgate Developments and Highway 407ETR. The WSC development will provide a gateway and bridge to the community.

- The WSC will provide a significant amount of employment opportunities within the community during the construction phase of the project.
- Following an extensive RFP review and evaluation process the Town retained Perkins + Will Architects (P+W) to complete the project.
- The Design Consultant recently conducted individual interviews with nine (9) Council members to understand their vision and establish the guiding principles for the project. Information gathered from the meetings will enable the design team to develop three (3) design concepts to present at the Community Engagement Session.
- A Staff Visioning Session with staff from multiple departments including Sustainability, Recreation, Facilities, Accessibility, Parks, Finance and Planning was completed in January 2021. The input received from this Visioning Session will also inform the development of the three (3) design concepts in preparation for the Community Engagement Session.

3. Background:

The concept for the WSC was first identified as part of the Sports Facility Strategy (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.

Building upon the SFS strategy the proposed design includes for the following amenities, as summarized below:

- A twin-pad arena with 85' by 190' ice pads encircled by a three-lane indoor walking/running track;
- Indoor aquatics centre with a 8 lane, 25 metre lap pool and separate leisure pool;
- Active Living/Wellness Studio/Multi-Purpose Space;
- Meeting rooms, arts and cultural space and studios to create a multi-faceted hub of community services in one location;
- Associated administration spaces; and
- Full site development & site servicing

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. The land exchange agreement was completed in September 2019.

A key stakeholder consultation was conducted in Spring 2020 (Q4 - Q2) which included a facility concept design for the WSC.

On June 15, 2020 Staff presented a Report [CMS 03-20](#) to the Committee of the Whole highlighting the various deliverables completed to date. The report was carried forward to Council on June 22, 2020 with a recommendation that Staff be directed to issue a Request for Proposal (RFP) for the selection of a Design Consultant for the WSC.

Staff proceeded to issue an RFP on Bids & Tenders on July 24, 2020 to retain the Design Consultant which includes the Prime Architect and Sub-Consultants. The RFP closed on September 3, 2020 with a total of twelve (12) proposals submitted. Following the review and evaluation process Staff recommended to proceed with retaining P+W to complete the full design and contract administration services for the project.

On October 26, 2020 Staff presented a Report [CS 45-20](#) to the Committee of the Whole with a recommendation to proceed with P+W for a total amount of \$2,746,675.01 before tax plus a 10% contingency. The report was approved by Council on November 2, 2020.

4. Discussion:

The Whitby Sports Complex (WSC) will build upon the vision that was defined in the Sports Facility Strategy incorporating Council's vision as determined through the individual interviews conducted by P+W. The WSC will enhance the quality of life through the promotion of physical activity, and participation. The design will look to foster a commitment to equality and inclusivity in sport and ensure a foundation for cultural and program spaces is created for residents. The requirements of the facility will be informed through the design process, which includes community engagement.

To align with Council's strategic vision on climate change, a variety of sustainability initiatives will be explored with the Design Consultant and Staff including LEED Gold and Zero Carbon Building (ZCB) Certifications. The WSC would be Canada's first ZCB certified arena and aquatics building. The challenges and opportunities of achieving this goal are yet to be defined. As a result, this may create schedule impacts and require additional project budget. A recommendation on the sustainability initiatives will be submitted to Council in June 2021 for approval after the preferred concept is selected and the design team develops the program required to achieve the certification. The sustainability recommendation will include a financial analysis to ensure a fully informed decision.

Input received from Members of Council and Staff Visioning Sessions enabled P+W to develop the three (3) design concepts for the project. A brief summary of the top ranked responses are included in Attachment A.

Based on the input received from the Visioning Sessions, the Design Consultant prepared three (3) design concepts.

Option 1 – Terraced Courts

The layout is compact and efficient. The building steps down and frames a series of terraced areas which knit the building into the landscape.

Option 2 – Active Plaza

Activity in the plaza, pool and arena are on display from the main entrance. The bold and singular form acts as a counterpoint to an organic landscape design.

Option 3 – Bridge

This design is conventional and efficient layout of arena and pool spaces. The structure supporting the track forms a critical part of the building's identity.

Next Steps

The next step in the design process is to present the design concepts to the community in order to obtain feedback and move towards selecting a preferred option. Leveraging the Town's new Connect Whitby platform, the community engagement process will encourage collaboration with all participants and will inform the overall design intent.

As part of the conceptual design process, the Design Consultant investigated the opportunities for building location using the following criteria:

- Establishes presence from the street and high visibility of entrance and program elements;
- Provides distributed parking and multiple entry points; and
- Maximizes opportunity for outdoor programmable space.

Key Project Milestones

Milestone	Estimated Timeframe
Design Consultant Award	November 2020
Members of Council Interviews/ Staff Visioning Sessions/Design Period	December 2020 & January 2021
Development of Three (3) Design Concepts	January 2021 to February 2021
Community Engagement Session	March 2021
Council Approval of Preferred Design Concept	April 2021

Sustainable Design Recommendations for Council Approval	June 2021
Preparation of Design and Tender Documentation	June 2021 to April 2022
Tender and Award Period	April 2022 to June 2022
Construction Period	Summer 2022 to Summer 2024
Building Occupancy	Fall 2024

While the full impact of COVID19 on the construction of WSC is not understood, staff believe the schedule as outlined is achievable. 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:

On November 2, 2020, Council approved a total project cost of \$3,021,343 (funded 10% from the Growth Reserve Fund and the remainder from Development Charges) to proceed with Perkins + Will Architects to complete the full design and contract documentation services for the project based on the recommendation brought forward in Report CS 45-20.

The 2021 Capital Budget includes a budgetary amount of \$27,400,000 in 2021 and a budget forecast of \$39,578,657 in 2022 for a total project forecast of \$66,978,657 to complete the planning, design and construction of the new Whitby Sports Complex project. The WSC project is growth related and will be funded as follows:

- \$27,400,000 in 2021 funded from Development Charges (DC)
- \$39,578,657 in 2022 is forecasted to be paid from DC funded Long Term Debt (subject to approval of the 2021 DC Study and approval of next year's 2022 Capital Budget)

The total project budget increased from \$45,000,000 to \$70,000,000 in the 2021 Capital Budget due to the impacts of COVID-19, annual construction escalation and current costing information provided by the cost consultant.

In the upcoming months, the Design Consultant will obtain high level costing for each of the three (3) design concepts. These cost estimates will be reviewed by Staff and presented to Council with the recommended design option for Council approval in April 2021.

The order of magnitude cost estimates prepared early in the design process will enable the Town to make informed decisions related to the overall project budget in regards to sustainability, life cycle and overall design criteria. Updates to the cost estimate will be provided at major design milestones on the project and presented to the Town for review and input.

6. Communication and Public Engagement:

The development of the Sports Facility Strategy (SFS) in 2015 included significant research and community consultation. The consultation informed and directed the SFS recommendations and the amenities of the proposed WSC.

More recently, the Design Consultant completed Interviews and Visioning Sessions with Members of Council and staff. As part of the process the Design Consultant reviewed the information included in the SFS surveys and stakeholder focus group workshops which focused on the programming, building, site planning and sustainability initiatives. Participants in these sessions shared their overall project vision, design aspirations and guiding principles for the project which informed the development of the three (3) design concepts.

Staff will continue to consult the community by completing the following engagement initiatives:

- The Connect Whitby website will be activated by March 2021 for public information. The website will include key project information and will enable the community to provide questions and comments on project development from the beginning of design until the end of construction;
- A Community Online Survey to be posted on Connect Whitby in March 2021 to request input on the key aspects of the project and to inform the overall design; and
- A Community Engagement Session will be conducted in March 2021 to present the three (3) design concepts and receive feedback.

The engagement will be supported by a comprehensive awareness campaign that will begin in March 2021. Leveraging all Town channels to inform residents of the opportunity to participate in this process. Following the Community Engagement process, the Project Team will review input received and present a recommended design option to Council in April 2021 for approval to proceed into design development with the preferred option. During the design development stage of the project, Staff will continue to update Members of Council on the overall design and obtain feedback. The full design documentation is anticipated to be ready for tender issuance in Spring 2022. It is anticipated that the award of the construction contract would occur in Summer 2022.

7. Input from Departments/Sources:

In addition to Community Services, various departments will be engaged at strategic times in the design process to provide input.

Community Services staff is currently meeting with Public Works staff to coordinate the WSC project with the construction of the Mid-Block Arterial Road and provide opportunities to connect with active transportation facilities.

Staff from multiple departments recently participated in the Staff Visioning Session and provided input to enable the Design Consultant to begin development of the three (3) design concepts.

A Project Steering Committee (PSC) has been formed to provide executive direction and general oversight for the development of the WSC. The PSC will continue to provide leadership, guidance and direction for the planning and integration, design, construction and risk management of the project.

A Project User Committee (PUC) will be initiated to provide detailed input on various aspects of the design. The PUC will include but is not limited to the following areas:

- Community Services – Facilities, Parks Planning & Recreation
- Strategic Initiatives - Sustainability
- Technology & Innovation Services (TIS)
- Building Services
- Public Works - Engineering
- Parks Operations
- Corporate Communications
- Finance
- Planning & Building Departments

The internal committees will meet frequently during design and construction phases to ensure the design principles are delivered throughout the project.

8. Strategic Priorities:

a. Council Goals & Corporate Strategic Plan

The project supports many Council goals, including ensuring effective public engagement and consultation by continuing the public consultation and information sharing throughout the project. The development of the WSC 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.

Staff from across the organization will continue to be involved during the design phase to 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.

b. Accessibility

Accessibility will be considered throughout the project and consultation will take place with the Town's Accessibility Advisory Committee. The project design in its entirety shall meet or exceed the requirements of the Ontario with Disabilities Act (AODA).

The Staff Visioning Session included representation from the Town's Accessibility division. Accessible design standards will be incorporated into the project development.

c. Sustainability

The WSC development will include sustainability principles in the overall design resulting in a high performance building. The sustainable design strategies will be informed through the design process and cost estimates will be provided by the Design Consultant. The sustainable design strategies and associated cost estimates will be presented to Council in June 2021 for review and direction. The sustainable design principles being reviewed by the Project Team include the following:

1. Leadership in Energy and Environmental Design (LEED) rating system for LEED Gold Certification; and
2. Leadership in Energy and Environmental Design (LEED) rating system for LEED Zero Carbon Building Standard (ZCB) certification.

Staff continue to plan for the potential connection of a future District Energy System. A pre-feasibility study is currently being prepared by an external consultant and a report will be coming to Council on the results of the study in April 2021.

The Staff Visioning Session included representation from the Town's Sustainability Department. The project will continue to include significant sustainability input over the duration of the project.

9. Attachments:

[Attachment A – Members of Council and Staff Visioning Sessions – Top Ranked Responses.](#)

CMS 04-21 Attachment A

Members of Council & Town Staff Visioning Session – Top Ranked Responses

Below is a brief summary of questions and responses from the various Whitby Sports Complex Visioning Sessions. The responses include the top three (3) highest ranked for each category.

Questions and Responses:

1. What makes Whitby unique?

- A. Members of Council
- Community
 - Environment
 - Townscape

2. What makes the site unique?

- A. Town Staff
- Community
 - Environment
 - Townscape

3. How should the project demonstrate commitment to a higher level of sustainability?

- A. Members of Council
- Less Greenhouse Gas
 - Less Water Use
 - Indoor Environment

4. What program experiences does the community value the most?

- | | |
|-----------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------|
| A. Members of Council | B. Town Staff |
| <ul style="list-style-type: none">• Aquatics• Arts & Culture• Multi-Purpose | <ul style="list-style-type: none">• Aquatics• Multi-Purpose• Arts & Culture/Meeting Spaces |

5. What are your measures for success?

- | | |
|-------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------|
| A. Members of Council | B. Town Staff |
| <ul style="list-style-type: none">• Participation• Design• Sports Use | <ul style="list-style-type: none">• Welcoming• Accessible• Participation |

6. Which design impressions would best represent the community?

- | | |
|-------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| A. Members of Council | B. Town Staff |
| <ul style="list-style-type: none">• Crafted and Natural• Familiar and Vernacular• Bright and Modern | <ul style="list-style-type: none">• Crafted and Natural• Dynamic and Unique• Familiar and Vernacular |