



SUBJECT: Update on Skyway Community Centre

TO: Committee of the Whole

FROM: Environment, Infrastructure and Community Service

Report Number: EICS-02-21

Wards Affected: All

File Numbers: 175-07

Date to Committee: January 12, 2021

Date to Council: January 19, 2021

Recommendation:

Receive and file environment, infrastructure and community services report EICS-02-21 regarding an update on the Skyway Community Centre project.

Purpose:

The purpose of this report is to provide an update to the design and costing of the new community centre at Skyway.

Vision to Focus Alignment:

- Supporting Sustainable Infrastructure and a Resilient Environment
 - Building more citizen engagement, community health and culture
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Background and Discussion:

Since 2015 staff have been working with the ice users and the surrounding neighbourhood at Skyway arena on the re-development of the arena. Through a number of reports over the years that demonstrate the demand for ice and the community interest in a multipurpose recreational facility in the south east of Burlington Council choose to proceed with an enhanced design of Skyway Arena which included a NHL size rink, 6 dressing rooms, cold and warm viewing areas and

two community rooms with a walking track and to be designed and built to be carbon neutral.

To date the City has completed the design of the facility including updated costing. In 2019 staff identified a funding shortfall of approximately \$15M to construct the new facility and have pursued senior government funding opportunities to address the shortfall however, to date the City has not been successful at securing the required funding. The City continues to pursue senior government funding for the balance of the project.

During COVID there has not been a need for all 11 pads of ice in the City's inventory, however as we look to a 2021 fall recovery staff are confident that the demand will return and will have an impact on the ice users. Overall, the loss of an ice pad for a season requires all ice users to reduce their overall ice package by 6-8% and for staff to eliminate all private rentals. In addition, ice users end up trying to purchase ice from private operators or from other municipalities to make up for the deficit. The loss of one ice pads equals the loss of 40,000 participants on the ice for one season.

To keep the project moving forward in September 2019 Council approved report CW-48-19 and the following recommendations that:

The Executive Director of Capital Works and the Director of Parks & Recreation to report back on the Class B¹ costing for the new Skyway Community centre based on the conceptual design as outlined in report CW-48-19 and recommended funding options to support planned construction in 2020 and;

The Office of the City Manager to seek any additional opportunities for the new Skyway Community centre should they arise.

Since September 2019 a staff team has been working closely with Lennox Architects to complete the design of the new community centre and prepare the final costing.

In November 2019 the City of Burlington submitted the Skyway Community Centre project for funding through the Investing in Canada Infrastructure Program's Community, Culture and Recreation stream. This stream supports community infrastructure priorities across the province, that improve access to and / or quality of community, cultural, and recreation priority infrastructure projects. To date the City has not been successful in securing senior government funding for this project. However, the City continues to advocate to both the Provincial and Federal governments for financial support for the Skyway Community Centre project.

Strategy/process

The table below indicates costing results completed throughout the design phases. Class A cost was prepared in 3Q-2020 with the construction cost being estimated at \$21.6M.

	Class C – 30% design completion	Class B -70% complete design	Class A – 100% complete design
Construction Cost	\$21.0M	\$21.2M	\$21.6
Total Project including design fees	\$22.3M	\$22.7M	\$23.0M

Revisions to the Ontario Building Code are expected in January 2021. In order to be reviewed under the existing building code and have the project “shovel ready” the construction drawing package has been finalized and submitted for building permit review. The City has paid \$51,000 in building permit fees to submit for the building permit application with an additional \$100,000 to be paid once the permit review is near completion which is forecasted to be around September 2021. Construction must start within 6 months of building permit issuance to avoid having to revise the design to the new code requirements and re submit with applicable review fees.

Options Considered

At this stage the project requires an additional \$15M to proceed to construction. As the City recovers from the pandemic the demand for ice will increase and being one pad short will limit participant time for accessing ice sports as well as the indoor community room and walking track facilities.

To mitigate the \$15M shortfall staff have been actively seeking funding from senior levels of government, and to date the City has not been successful in securing this senior government funding.

In the absence of the required funding, Council could consider delaying the project and keep allocating funding over the next several years until the \$15M in additional funding can be allocated through the annual capital budgeting process. The risk to this is that this amount of funding will have a significant impact on other renewal needed projects across the City, costs will continue to rise for this project and in addition there would be a significant impact to the ice users and the community.

Skyway was planned to be the community centre for south east Burlington which was identified as a need in the Parks, Recreation and Culture Asset Master Plan. Council could cancel the project and lose one arena from the inventory. Pre-pandemic the

additional ice pad was needed which is why Council approved proceeding with design.

Staff could look to re-design the space to meet the current capital budget allocation which may mean reducing scope by eliminating the arena component, and/or a carbon natural facility.

Staff could approach the ice user groups to see if there is an interest to help fund this project through a debenture as had been done for all four pads at Appleby Arena. However, given the current financial constraints because of COVID, it is not currently feasible to the ice users to meet their current debenture payments. Adding to the ice user debenture may not be realistic at this time.

Climate Impact:

Staff has worked with the design team to reduce the emissions produced by the facility to align with both the Climate Emergency Declaration and the Corporate Energy and Emissions Management Plan. Staff have included the following in the facility design and costing:

- The mechanical system for this facility will include geothermal to avoid use of natural gas, as well as the use of recovered heat from the refrigeration plant to heat various portions of the facility.
- A zero emissions electric ice resurfacers (Zamboni) will be utilized at this facility as opposed to the typical compressed natural gas resurfacers at other City facilities.
- Design the roof structure to support solar panels in the future (solar ready) but delay the install until the final design, positioning and scale of Lakeside Plaza is complete. The design of the future plaza needs to be confirmed to ensure there is enough sunlight on the roof of the community centre to make the solar panel investment viable.

Financial Matters:

Capital Budget:

This project has been identified in the 2020 Capital Budget and Forecast in the Facilities and Building asset category, however as previously discussed the financing for the project showed \$15M of external, senior government funding that has not materialized to date.

Total Financial Impact

Other Related Projects:

Staff were looking at the Skyway Community Centre project as a campus re-design, not only incorporating the community centre but also a re-design of the adjacent park. This included the removal of one baseball diamond, the rebuild of the other diamond and a new natural playground structure. The park design is estimated amount of \$785,000 and has been funded from the Parks and Open Spaces 2019 capital budget. Construction of the park renewal as planned is contingent on the demolition of the existing arena and construction of the new community centre.

Other Resource Impacts

Staff from the Facilities' and Buildings, Planning and Building, and Recreation, Community and Culture have committed a considerable amount of time through the planning and design stages of this project.

Connections:

Since last reporting, and confirmation with Planning Department, there has been no new progress that has occurred on the Lakeside Plaza redevelopment

The park works is planned with the construction of the facility. Currently the park and playground will not be revitalization until the construction funding for the facility has been approved. The play structure in the park is nearing it's end of life and staff are conducting their regular playground safety inspections and may have to close the structure if it is deemed unsafe.

Public Engagement Matters:

Since 2015 many arena sport organizations have been consulted on the Skyway project including ice users, ball hockey and lacrosse. In addition, the local community was invited to attend a visioning session regarding Skyway Arena and the Lakeside Plaza Development.

Staff and Lennox Architects presented the design to the Burlington Urban Design Advisory Panel (BUD) July 16, 2019 and received suggestions regarding pedestrian circulation, comments on materials etc. however the overall comments were very favourable.

Upon receipt of this report staff recommend informing the Lakeside Community and the Ice Users the status update of this project outlining the change in timelines and funding

challenges and potential future impacts so that we are open and transparent about the current situation with the community.

Conclusion:

Staff continue to proceed with the Skyway Community Centre project with previously approved capital funding and have the building permit application in for review, however unless an additional \$15M in funding is obtained the project construction will be delayed. The City is continuing to pursue this funding and staff are actively monitoring funding programs and opportunities that this project may qualify for. Staff feel this project is well positioned providing needed recreational opportunities to the community in a design that aligns with future climate change and greenhouse gas emission targets. Depending on the timing of securing the additional \$15M needed this project may require design revisions to comply with the 2021 upcoming building code changes, or to meet the existing budget allocation. In the meantime, the community does not have access to the arena because the ice plant has reached its end of life and the arena building is being temporarily re-purposed to accommodate Forestry staff during the pandemic.

Respectfully submitted,

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Report Approval:

All reports are reviewed and/or approved by Department Director, Director of Finance and Director of Legal. Final approval is by the City Manager.