



SUBJECT: Status Update – Proposed City of Burlington Interest in Hamilton 2030 Commonwealth Games Bid

TO: Environment, Infrastructure & Community Services Cttee.

FROM: City Manager's Office

Report Number: **CM-04-22**

Wards Affected: All

File Numbers: 155-03-01

Date to Committee: May 5, 2022

Date to Council: May 17, 2022

Recommendation:

Receive and file report city manager's office report CM-04-22 providing an update on City of Burlington's interest in the Hamilton 2030 Commonwealth Games Bid opportunity.

PURPOSE:

Vision to Focus Alignment:

- Increase economic prosperity and community responsive city growth
 - Improve integrated city mobility
 - Support sustainable infrastructure and a resilient environment
 - Building more citizen engagement, community health and culture
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Background and Discussion:

Staff have been investigating the opportunity for the City of Burlington to respond to a Sports and Venues Request for Proposal to be considered as a host venue for the Hamilton100 Bid Committee final bid for the Commonwealth Games (CWG) in 2030. The Hamilton100 Bid Committee has adopted an innovative model led by a group of private-sector partners and community boosters interested in hosting the 2030 CWG in Hamilton and the surrounding regions. The 2030 CWG games have been positioned as being an opportunity that would require zero net tax-supported upfront investment by

the City of Burlington and specifically envisions a private-sector-led model that is focused on utilizing the 1200 King Road site as a CWG sport venue location as well as potentially other games facilities and amenities.

On December 9, 2021, EICS Committee endorsed report CM-27-21: Delegation on Hamilton 2030 Commonwealth Games Bid that included a presentation from the Hamilton100 Bid Committee. This report included the following staff direction approved by City Council on Dec.14 2021:

Direct the City Manager and staff to work with the Hamilton 2030 organizing group to investigate and report back in Q1 2022 on City of Burlington's potential participation in the games bid based on the requirement of zero net tax-supported cost to the City and including but not limited to the following key elements:

- Opportunities for new Sport Competition Venues and/or confirmation of use of existing City venues (e.g., lawn bowling), and.
- Site specific private/public partnership opportunities, including lands associated with 1200 King Road, to achieve City of Burlington strategic plan priorities such as creation of attainable housing supply, increased publicly assessable parks and open space, infrastructure investment/delivery and local economic growth and diversification.
- Alignment and integration of any site-specific land opportunities with the Council approved strategic priorities and due diligence framework of the Burlington Lands Partnership.

Direct the Director of Community Planning to report back concurrently in Q1 2022 with an update on the land use planning context related to the lands associated with 1200 King Road.

Over the period Dec. 20th to Apr. 4th, staff and Council members (Mayor and Ward Councillor 1) have participated in a number of preliminary meetings to explore the City's participation in the Hamilton100 Bid. The Hamilton100 Bid Committee continued supporting their vision for a private-sector led proposal at the 1200 King Road site.

To assist in understanding the timelines and interdependencies related to the 2030 CWG, staff have prepared a high-level integrated work plan to ascertain Burlington's interest in responding to the Sports and Venues Request for Proposal. See Appendix A: Evaluating Burlington's interest in the 2030 Commonwealth Games.

In keeping with the staff direction approved by Council (CM-27-22), options for Burlington's potential involvement in a CWG proposal have been based on the

fundamental condition of zero net tax-supported cost to the City and the fundamental strategic direction of CWG 2030 being private sector led.

As outlined in Appendix A, a key decision milestone did exist as of March 31, 2022, which was technically the last day for *an applicant* to submit a proposal to the Hamilton100 Bid Committee. For a number of reasons outlined in this report, staff are not in a position at this time to recommend to Council that the City of Burlington submit a proposal. If the Hamilton100 Bid Committee would like to consider City-owned venues and facilities as CWG sports venues, then Recreation, Community and Culture staff would be pleased to assist in the review and development of these proposals. The submission of an international bid by the Hamilton100 Bid Committee is anticipated in Fall 2022 with 2030 CWG Host City being announced in November 2023.

Federal/Provincial Support

At present, discussions are ongoing with the Federal and Provincial government, and to date neither have publicly declared their formal support, including funding, for the Hamilton100 Bid Committee's bid to host the 2030 CWG.

Municipal Interest/Support

In 2019, Hamilton100, a community consortium, was formed to lead a bid for Hamilton to host the 2030 Commonwealth Games. This would mark the return of the Games on the 100th anniversary to its birthplace. On June 12, 2019, Hamilton City Council directed staff to develop a Memorandum of Understanding with Hamilton100 confirming that the private-sector consortium is to lead the development and submission of the 2030 Commonwealth Games Hosting Proposal.

On February 26, 2020, Hamilton Council endorsed that the Mayor be authorized and directed to sign a letter of endorsement to host the 2030 Commonwealth Games that expresses awareness that the City of Hamilton will be required to make a financial investment in the planning, delivery, and legacies of a Commonwealth Games. On August 21, 2020, Hamilton's General Issues Committee received a presentation from the consortium on the potential pivot for Hamilton from hosting the 2030 Commonwealth Games to hosting the 2026 Commonwealth Games.

After review of the feasibility of hosting and due in part to conflicting financial priorities of the Province of Ontario, Hamilton100 returned to its focus to hosting the 2030 CWG and with a regional hosting model. On October 22, 2021, Hamilton100, in collaboration with Commonwealth Sport Canada, issued a call to neighbouring municipalities and major venue owners to submit Sport Venue Proposals. On November 24, 2021, Hamilton Council approved that staff be authorized and directed to develop and submit a Sports and Venues proposal as the City of Hamilton's submission to the "2030 Commonwealth Games Bid Request for Proposals (RFP)". The City of Hamilton has submitted Sport

Venue proposals to host seven sports at City-owned facilities. Furthermore, the Hamilton Urban Precinct Entertainment Group (HUPEG), which consists of the FirstOntario Centre, FirstOntario Concert Hall, and the Hamilton Convention Centre, has submitted Sport Venue Proposals to host six sports prior to the March 31st deadline.

Staff have performed an environmental scan of other municipalities that have expressed interest or have to date submitted a Sport Venue Proposal for the Hamilton100 Bid. To our knowledge, all of these municipalities have submitted based on making use of existing international sport competition venues along with the understanding that further incremental municipal funding contribution is not required to become a sport hosting venue. In addition to Hamilton, staff are aware of the following municipal Sport Venue Proposals:

- The City of Mississauga is proposing to host four sports.
- The Town of Milton is proposing to host cycling at the Velodrome.
- The Region of Waterloo is proposing to host eight sports across the Region.
- The City of Brampton and the City of Welland are considering submitting a proposal, but have not submitted as of April 1, 2022.

1200 King Road - Proposed CWG Venue and Land Use Planning Considerations

As Committee heard during the December 9, 2021 delegation to the EICS Committee, a private-sector consortium including Penta Properties which owns the site, has expressed an interest in utilizing the site located at 1200 King Road in Burlington to support the 2030 CWG.

The 1200 King site is 49.17 ha and is bounded by Highway 403 to the North, King Road to the East, CN Railway lands to the South, and the Aldershot GO station to the West. The site is vacant and contains portions of the Falcon Creek, Grindstone Creek, and Indian Creek. The western portion of the site is well treed and contains a Provincially Significant Wetland (PSW) complex.

The existing Official Plan (1997, as amended) outlines the current land use designations as General Employment, Business Corridor, Mixed Use Corridor – Employment, Employment Commercial, Watercourse. West of Falcon Creek, the lands are subject to deferral 49 (OPA 49) and are designated for industrial uses in the previous Official Plan. The existing Zoning on the subject lands is Business Corridor (BC1), BC1-471, Employment Commercial (CE-412), General Employment (H-GE1-410), Mixed Use Corridor – Employment (H-MXE-411), O2, and T-MR3 west of Falcon Creek, which is a transitional zone permitting a wide range of industrial and employment uses.

As noted on the City's website, on October 20, 2015, the Community Planning Department acknowledged that a complete application had been received for a Draft Plan of Subdivision at 1200 King Road. The application proposes to create 27 lots for

various employment and commercial land uses, and 8 stormwater and open space blocks east of Falcon Creek. Lands west of Falcon Creek are proposed to be divided into two large blocks on either side of Road A (a future South Service Road allowance between King Road and the GO Transit Station).

Appendix B shows the 1200 King Road site overlaid with the applicable zoning and the proposed lot pattern as part of the appealed plan of subdivision application. Block 3 (zoned H-GE1-410) is a general employment site which also permits an indoor / outdoor sports facility (spectator arena up to 9,000 seats). Block 3 is subject to a 'Holding' provision which, in addition to other site constraints outlined below, prevents development from occurring until a parking study is submitted / approved; the South Service Road has received all approvals; and adequate securities have been posted to ensure the completion of the South Service Road.

Furthermore, these lands are the subject of active appeals to the Ontario Land Tribunal in relation to land use designations in OPA 55, ROPA 38, and the new Official Plan, and in relation to its own proposed plan of subdivision for these lands. It is also important to note that these lands were submitted to the Region to be considered for employment conversion. Through the Regional Official Plan Review based on "the absence of a clear demonstration of the need for the conversion, the location of the lands outside the Aldershot GO MTSA, the significant natural heritage constraints, and the lack of local municipal support, Regional staff's final recommendation is to not support the conversion request" (for more information, please see [Appendix #1B](#) of the Workshop Meeting of Regional Council on the Draft Preferred Growth Concepts Discussion from February 9, 2022). As a result, these lands remain within the Regional Employment Area.

If the proponents were to pursue a proposal, which differs from the existing plan of subdivision application currently in process or as an outcome of an Ontario Land Tribunal decision, it may require separate planning approvals. Any subsequent planning applications would require supporting technical studies and reports, including, but not limited to, natural heritage and environmental evaluation, functional servicing, archaeological, planning justification, stormwater, transportation, etc.

CWG Context

The Hamilton100 Commonwealth Games Bid Corporation website outlines "Penta Properties, the owner of the [1200 King Road] land, and DIALOG, the engaged multi-disciplinary professional planners and designers, are envisioning a community that is 'Designed for Wellbeing', that will be committed to conserving and enhancing the wellbeing of natural systems, supporting public investments including transit, demonstrating leadership in sustainable development, and supporting a diverse

community through a mix of uses.”¹ The website also identifies that the vision for 1200 King Road would include, but not be limited to:

- Aging in place
- Access to nature
- Robust public realm
- Access to healthy food options
- Multi-generational living
- Affordable housing

Many of these uses are not permitted in the current Official Plan and zoning designations, and there is a process to have them considered. Due to the multiple and significant constraints on the 1200 King Road Site, any revised comprehensive plan for land use needs to be completed based on timelines that allow for detailed review that are not dependent on the 2030 CWG bid . The City and other approval agencies are prepared to continue to work with Penta Properties on the 1200 King Road site with the guidelines, regulations, and approvals that are part of the normal planning and development process. Furthermore, Burlington Economic Development is currently working with the Hamilton100 Commonwealth Games Bid Corporation and Penta Properties to develop an updated Economic Vision for the 1200 King Road site.

Options Considered

This report is presented to Committee for information only and provides a status update on the recommendation approved by Council in CM-27-21. As Committee is aware, Penta Properties has publicly expressed an intent to participate in a private-sector proposal submission to the Hamilton100 Bid Committee to express interest to develop 1200 King Road Site inclusive of a CWG games sport hosting venue site.

Staff considered a number of other options while preparing this report. The other options that were considered are outlined below:

1. Direct the City Manager to consider a separate City of Burlington proposal submission in the future based on the Recreation, Community, & Culture Staff confirming an appropriate CWG 2030 venue site and new or redeveloped sport competition venue/facility to be located on City-owned lands.
2. Direct the City Manager to encourage Penta Properties to submit a formal proposal to the Hamilton100 Bid Committee inclusive of a proposed privately

¹ *Community projects*. Hamilton100: Commonwealth Games Bid Corp. Retrieved April 13, 2022, from <https://hamilton2030.ca/community-projects/>

developed CWG 2030 sport competition venue/facility at the 1200 King Road Site, subject to:

- The submission and comprehensive review of a full application for any land use changes and developments through the Community Planning department development approval process with includes direct involvement by the Region of Halton or other commenting agencies
 - The City incurs no costs for the building, land, nor ongoing operations related to the CWG venue/facility.
 - The City receives an exclusive option to consider post-game adaptive reuse of any CWG venue/facility, including development of potential joint venture partnerships with community organizations after the CWG 2030 for future community recreation and leisure purposes
3. Direct the City Manager to submit a joint proposal to the Hamilton100 Bid Committee in conjunction with Penta Properties to express interest in privately developed CWG 2030 sport competition venue/facility at the 1200 King Road Site, subject to the following conditions:
- The submission, comprehensive review, and approval of a full application for any land use changes through the Community Planning department development approval process with includes review and approval by the Region of Halton or other commenting agencies
 - The City incurs no costs for the building, land, nor ongoing operations related to the CWG venue/facility.
 - The City receives an exclusive option to consider post-game adaptive reuse of any CWG facility, including development of potential joint venture partnerships with community organizations after the CWG 2030 for future community recreation and leisure purposes

For reasons outlined in the report, staff are not recommending the City proceed with any of the above options at this time. Notwithstanding the recommendation to receive and file this report, the City remains interested in exploring the potential for participation in the CWG 2030 and the City Manager and staff continue to explore and will consider any feasible opportunities and report back if and as required for further direction from Committee and Council.

Financial Matters:

As presented by the Hamilton100 Bid Committee, Burlington's involvement in the Hamilton100 Bid and Hamilton 2030 Commonwealth Games will be based on the

fundamental requirement of the games being private-sector led and the requirement of zero net tax-supported cost to the City.

Climate Implications

The City's goals with respect to creating A Healthy and Greener City, as outlined in Vision 2040, are guiding principles in the decision-making process regarding the City's involvement. The key goals of 2030 Hamilton Commonwealth Games as were previously presented in report CM-27-21 are focused on environmental and fiscal sustainability as integral to achieving long-term community benefits.

Engagement Matters:

On December 9, 2021, the EICS Committee received a detailed delegation that resulted in the staff direction (CM-27-21) and Staff have had ongoing discussions only with the Hamilton100 Bid Committee, Penta Properties, and other municipalities. City staff will continue to engage with the City of Hamilton and other municipalities on their potential involvement in the CWG 2030 in order to ascertain if future opportunities exist for Burlington.

Conclusion:

The 2030 CWG have been positioned as zero net tax-supported cost to the City of Burlington and a private sector led model that has focused on utilizing the 1200 King Road site. At this time, for reasons outlined in the report, the City of Burlington is not in a position to participate in private sector led proposal to the 2030 CWG related to the 1200 King Road site. As noted in the report, the City also has very limited international sport competition facilities that would meet CWG standards which is not the case in other neighbouring municipalities.

Respectfully submitted,

Tim Commisso

City Manager

905-335-7600, ext. 7608

Appendices:

- A. Evaluating Burlington's interest in 2030 Commonwealth Games
- B. 1200 King Road – Appealed Plan of Subdivision Applications

Notifications:

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Report Approval:

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer, and the Executive Director of Legal Services & Corporation Counsel.

Appendix A: Evaluating Burlington’s interest in 2030 Commonwealth Games (Draft)

Key Outcomes



Earlier Actions	Q4 2021/Q1 2022	Q2 2022	Q3 2022	Q4 2022	Future Actions
Milestones			Key Milestones		
CWG Reporting					
<ol style="list-style-type: none"> Hamilton 100 reaffirmed as the selected Canadian Candidate for 2030 CWG (Fall/21) CWG Concept Review Committee (Jun-Oct/21) 	<ol style="list-style-type: none"> CWG Hosting proposal consultation and finalization (Nov/21-Mar/22) 	<ol style="list-style-type: none"> CWG Hosting Proposal Assessment (TBC) 	<ol style="list-style-type: none"> CWG Multi-party agreement negotiations (TBC) CWG and Council Reporting (TBC) 	<ol style="list-style-type: none"> Submission of International Bid – (Fall/22)(TBC) Host City announced (Nov/23) (TBC) Other levels of government funding (TBD) 	
City Reporting					
<ol style="list-style-type: none"> Endorsement of the Parks, Recreation, and Cultural Assets Master Plan with Sport and Cultural Tourism Criteria (Nov/09) 	<ol style="list-style-type: none"> CM-27-21 Delegation on Hamilton 2030 Commonwealth Games Bid (Dec/21) Decision Point– last day for applicant* to submit non-binding MOU (Mar.31/22) EICS Update (this report) (May 5/22) 	<ol style="list-style-type: none"> CWG Hosting Proposal Assessment and Due Diligence Council Update (TBC) 			
Burlington Opportunity Assessment (Only applicable for Option 1)					
<ol style="list-style-type: none"> Sport and Cultural Tourism Criteria in Parks Master Plan Previous event hosting (e.g., Pan Am Soccer practice) 	<ol style="list-style-type: none"> Creation of framework to evaluate if a proposal should be submitted. Use Sport and Cultural Tourism Criteria + games at CWG 2030 to develop a long list of potential options, filter for partnership/venue/land Sport and governing body identification and interest Venue identification and verification 	<ol style="list-style-type: none"> Due diligence to determine if City should host CWG Assessment of costs & venue readiness CWG Hosting Proposal Assessment (TBC) 			

Earlier Actions	Q4 2021/Q1 2022	Q2 2022	Q3 2022	Q4 2022	Future Actions
1200 King Assessment					
<ol style="list-style-type: none"> 1. OMB Minutes of Settlement – (Jun/09) 2. Submission of Draft Plan of Subdivision (Oct/15) 3. Neighbourhood notification – 2016 (TBC) 4. LPAT Appeal (Oct/19) 	<ol style="list-style-type: none"> 1. Penta properties letter to CWG re: 1200 King (Oct7/21) 2. Penta Properties to start planning and approvals process for new road 3. Sport and governing body identification 4. Decision Point– last day for applicant* to submit non-binding MOU (Mar.31/22). 	<ol style="list-style-type: none"> 1. Penta Properties and EcDev to develop an Employment Vision for 1200 King. 2. Develop work plan for 1200 King to move forward, subject to conditions and approvals 3. Penta Properties to develop conceptual drawings 4. Penta Properties to submit pre-consultation request 5. Preconsultation meeting to identify required applications and supporting information 	<ol style="list-style-type: none"> 1. Completion of parking and access study as a condition to remove holding zone. 2. City review of parking and access study. 3. Zoning Amendment application to remove holding zone designation, including parking access study, SSR approvals, and adequate securities are posted to complete the SSR 	<ol style="list-style-type: none"> 1. Submission of required planning applications 2. Securing necessary planning approvals 3. Road Construction 4. Facility construction 	
Key Deliverables and Dates					
	<ul style="list-style-type: none"> ○ Decision Point– last day for applicant* to submit non-binding MOU (Mar.31/22). 	<ul style="list-style-type: none"> ○ CWG Hosting Proposal Assessment (TBC) ○ Provincial Election (Jun 2/22) ○ Potential Lame-Duck period for Municipality (Aug12/22) 	<ul style="list-style-type: none"> ○ CWG Multi-party agreement negotiations (TBC) ○ Municipal election (Oct24/22) 	<ul style="list-style-type: none"> ○ Submission of International Bid – (Fall/22)(TBC) ○ Host City announced (Nov/23) (TBC) ○ Other levels of government funding (TBD) 	
Ongoing project management, change management and communications					
<ul style="list-style-type: none"> • Coordination Meetings (COB and Hamilton100 Bid Committee) • Coordination Meetings (COB and Penta Properties) 		<ul style="list-style-type: none"> • Agenda Development and Management • Development of key messaging and communications strategy • Support the ongoing implementation of the change management and communications plans. 			

Appendix B: 1200 King Road – Appealed Plan of Subdivision Application

