

SUBJECT: Former Robert Bateman High School adaptive reuse update

- TO: Environment, Infrastructure and Community Services Committee
- FROM: Executive Director of Environment Infrastructure and Community Services

Report Number: EICS-02-23

Wards Affected: All

File Numbers: 175-05

Date to Committee: March 2, 2023

Date to Council: March 21, 2023

Recommendation:

Receive and file environment, infrastructure and community services report EICS-02-03 providing an update on the former Robert Bateman High School adaptive reuse project.

PURPOSE:

Vision to Focus Alignment:

This project directly aligns with the following strategic plan priorities of the City:

- Increase economic prosperity and community responsive City growth
- Support sustainable infrastructure and a resilient environment
- Building more citizen engagement, community health and culture

Background and Discussion:

Council at their meeting of December 13, 2022, approved the Phase 1 facility design/development program for the adaptive reuse of the former Robert Bateman High School at a Total Base Building cost of \$61,950,000. As Committee is aware, an additional gross budget amount of \$10,800,000 was approved by Council for enhanced energy saving features, subject to approval of a senior government funding application in the amount of \$4,000,000.

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In addition, the following directions were passed:

Direct the Executive Director of Environmental, Infrastructure & Community Services to proceed with next steps for prequalification of General Contractor and tendering of the Phase 1 construction contract in Q1-2023 for the renovation to the Robert Bateman Highschool into a community hub.

Direct the Director of Transit to report back in Q1-2023 on an integrated transit plan that includes site facilities, connections to the GO Transit and Burlington Transit networks and active transportation initiatives (SD-29-22).

This report will provide an update on the project tender process, schedule, integrated transit plan and next steps. As directed in December subsequent reporting in Q2-2023 will address additional items identified including Phase 2 planning and process for naming and branding inclusive of sponsorship opportunities of this new city facility and update on community engagement related to the future proposed community space.

Project Schedule

Phase 1 project design is complete, and the construction tender is scheduled to be issued on February 17th to five prequalified general contractors for a period of 5 weeks with closing on March 23rd. A tender award report is anticipated to be presented to the Environment, Infrastructure and Community Services Committee (EICS) and Council on March 30th.

Travel Demand Analysis and Parking Analysis

The project is required to conform with the City's Zoning By-law requirements for parking. Parking requirements are calculated based on the proposed future uses within the facility. With the current use of the building as a High School the site has a supply of 235 existing parking spaces which conforms to the zoning requirements and application for the Phase1 Building Permit has been made based on this existing use. However, prior to occupancy and the conclusion of construction the site will need to conform to the parking requirements of the City's Zoning By-Law under the proposed uses by constructing the additional required parking.

A review of proposed and required parking supply for the proposed uses was completed by zoning staff and the findings of the analysis are summarized below:

	Required Parking Phase 1 as per ZBL	Existing Site Parking	Parking Deficiency
Phase 1	368 spaces	235 spaces	133 spaces

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The zoning analysis identifies a parking deficiency of 133 spaces for Phase 1 of redevelopment. Although an exact number of parking spaces required to accommodate Phase 2 uses will not be known until the proposed uses for Phase 2 are finalized, it is estimated that an additional 100 parking spots will be required for a total onsite parking requirement of approximately 470 spaces by the completion of Phase 2.

It is possible that the Phase 1 requirement may be reduced through a Variance Application to the Committee of Adjustment. The application would be supported by a parking justification report that would consider alternate modes of transportation and peak demand analysis amongst other considerations.

In order to determine what magnitude of parking reduction could be supported, transportation planning staff undertook a review of forecasted parking demand. A comparison of both industry-standard parking rates and observed parking demands from similar uses (proxy sites) was conducted to inform staff's estimation of overall parking demand. Staff also considered opportunities for a shared parking management system within the site and the target mode share.

The proposed uses have differing parking demand peaks which lends itself to shared parking management – utilizing a common pool of parking for the overall site, as opposed to designating parking areas for specific uses. While the proposed uses are not highly synergistic, meaning one vehicle trip will not likely serve multiple visits to the uses within the site, staff identified that there are some limited synergy opportunities such as trips to both the library and pool and/or library and future community center. A review of the anticipated operating characteristics of the uses within the site has confirmed that peak parking demand is expected to occur between the hours of 10 AM and 3 PM (weekdays).

In addition to consideration for shared parking opportunities, a mode share reduction of 20% has been applied to the overall parking demand to account for the proportion of trips that can likely be shifted to active and sustainable modes of transit if a robust Transportation Demand Management (TDM) program is implemented, and key infrastructure pieces are put in place (i.e. cycling facilities to connect the Appleby GO Station to the site). Appendix A presents an Integrated Transit Plan which highlights the transit options that currently exist and those that are being considered to accommodate alternate modes of transportation to the site.

Through the parking analysis it was determined that Transportation staff can support a reduction of the required parking for Phase 1 by 48 spaces for a total parking supply of 320 spaces through a Committee of Adjustment application, This would limit the amount of additional parking to be constructed in Phase 1 of the project at the rear of the building in the vicinity of the south east quadrant of the existing running track. Should Committee of Adjustment not approve the requested parking reduction for Phase 1 then additional parking will need to be constructed in this area prior to occupancy. During detailed design alternative treatments for the surface parking such as permeable pavers can be considered for less frequently used parking in order to better integrate into the adjacent open space. Phase 2

parking requirements will be a function of the proposed uses. It is anticipated that the requirements for this additional 40,000 sq feet of community spaces will be in the order of 100 additional spaces that will need to be accommodated at the rear of the building. The requirement for additional parking, will be integrated into a future Green Space Visioning and park re-design planned for the entire Bateman site. The Green Space Visioning will take a site-wide view of the new park amenities that may be needed in that neighbourhood, including the removal of the running track and construction of other pathway facilities. The timing of the track removal and park enhancements in this area would be in 2024 allowing time for consultation and detailed design to occur in 2023 along with the recommended Committee of Adjustment application in an effort to reduce parking to be commensurate with actual site needs.

Engagement Matters:

A public engagement plan is being developed for the project to initially address the redesign of the outdoor open space and park, including any parking requirements. This will be followed by additional activities focused on Phase 2 community uses.

The Burlington Community Engagement Charter and the IAP2 (International Association for Public Participation) Spectrum of Engagement promotes public participation and community engagement through targeted initiatives. Best practice is for the tactics and strategies to be determined once the goals of engagement are known. This will ensure that the level of engagement and our promise to the public aligned. It is also important when creating the engagement plan that it is clear what can be influenced and where decisions have already been made through initiatives and policies accepted by city, provincial or federal rules and legislation, partnership agreements, etc. A comprehensive engagement plan that complements a communication plan will be delivered once more of the project timelines and opportunities for authentic engagement are determined where the public can help influence decision-making.

Engagement will take place throughout a variety of phases of the Bateman project and divided in two distinct areas: outdoor space and indoor space. Below is a draft of the community engagement plan for both areas:

Outdoor Space:

During the spring of 2023, the community will be informed of the changes to the outdoor space at the back of the building. This will include a direct mailing to area residents within 1 km of the property in addition to onsite signage.

In the spring/summer of 2023, staff to develop a plan to collaborate with the local community through a visioning exercise for the outdoor space. This visioning will

help to inform the capital budget request for 2024 and beyond.

Once the capital budget is approved staff will consult with the community on a preferred design concept that adheres to the budget.

Indoor Space:

The indoor space presents many opportunities for the community. Staff have already received unsolicited expressions of interest for exclusive use within Bateman. In an effort for a transparent process, staff would like to solicit expressions of interest for the interior space at Bateman in the spring of 2023. The expression will help staff to know who is interested in working with the city, and what kinds of spaces and space requirements the proponent may have. Staff will report back to the committee in June of 2023 outlining the areas and themes submitted through the expression to assist in development of the program mix for the building in phase 2 of the project.

Over the summer and fall of 2023, Recreation, Community and Culture staff have an extensive community engagement planned for the Parks and Recreation Master Plan along with a review of direct delivered programs and services. This existing engagement will help to identify the themes and program mix that residents are looking for as well as influence the programming for Bateman.

In the late fall of 2023 staff will consult with the community on the proposed highlevel program mix for Bateman and share the community comments back with committee in Winter 2024.

More details of the program mix will be further refined as phase two of the construction is finalized and shared with the community.

The goal is to keep both council and the public up to date on this project by updating council regularly. These updates will include information about public engagement. A project page on the City's engagement portal getinvolvedburlington.ca has been up and active since May of 2022 and will continue to be the location for engagement opportunities and updates throughout the life of the project.

Summar	y of	2023	Engagement

	Spring 2023	Summer & Fall 2023	Winter 2023
Outdoor	Inform – construction	Collaborate – vision for outdoor space	Consult – options within the budget
Indoor	Requests for expressions of interest	Consult – Parks and Rec Master Plan Consult – Direct Delivered program review	Consult – proposed program mix

Financial Matters:

Through EICS-20-22 Council approved base funding for the building of \$61,950,000. A Class A costing was completed in early February 2023 by an independent quantity surveyor confirming this budget amount.

The City was not successful in its application to the Low Carbon Economy Challenge Fund for \$10.8 million to complete works related to enhanced carbon reduction measures. It is recommended that these additional enhancements be deferred to future construction phases in the existing building, thereby providing opportunity to pursue other funding programs should they become available. The revised financing plan as reported in EICS-20-22 (December 2022) if the senior government funding application was not successful is provided in the chart below. The total cost of the project would be revised to \$61.95 million, and the tax supported debt financing would be adjusted to \$39.1 million. This would result in a revised annual tax supported debt payment of \$3.8 million. This change would still result in the City temporarily exceeding its debt capacity, however, still within the overage parameters of the city's debt policy.

Total Phase 1 Construction Budget	\$61,950,000
Tenant Capital Contributions (Cash)	\$7,100,000
Non-Tax Supported Debt Financing	
Tenant recovery	\$11,750,000
Special Circumstance Debt (SCD) Financing	\$4,000,000
Tax Supported Debt Financing	\$39,100,000
Total Proposed Financing	\$61,950,000

Climate Implications:

The decarbonization strategy for the facility will take place over several phases and projects as more fully presented in report EICS-20-22. As noted above under Financial Matters the City was not successful in its application for funding under the Low Carbon Economy Challenge Fund. As a result, works related to roofing insulation upgrades and the construction of the geothermal field will be deferred to future phases allowing time to pursue other potential funding opportunities. These additional features can be constructed while the building is occupied and do not change the ultimate decarbonization strategy as presented in EICS-20-22.

Communications:

A communication plan will be developed to strategically support the multi-phased engagement plan. As the project evolves, so will the communication strategies and tactics.

The communication plan will target internal stakeholders, community partners, sport user groups and Burlington residents with emphasis on those in the immediate area, seniors and new Canadians as well as city-wide residents.

The communication plan with tactics, dates and estimated budget will be completed once the creation of the engagement plan for phase one is nearly complete.

Next Steps

As outlined above the project tender was released to 5 pre-qualified General Contractors in mid-February with an anticipated closing date of March 23, 2023. It is anticipated that a tender award report will be brought forward to Committee and Council on March 30, 2023. Concurrent with this an engagement plan is being developed for the re development of the park and open space on the site inclusive of potential long term parking requirements. Staff will also be reporting back in Q2-2023 on the process, timelines and estimated capital and operating costs related to the Phase 2 facility development inclusive of the new City Community Centre and other future community partner uses, the process for naming and branding inclusive of sponsorship opportunities for the new facility.

Conclusion:

This report has provided an update on the redevelopment and execution of the phased adaptive reuse of the former Robert Bateman High School site. The Phase 1 construction tendered is anticipated to close on March 23 with a subsequent award report to Council on March 30, 2023. Parallel with this process an engagement plan will be developed to engage the public on the greenspace and future amenities needed for the park.

Respectfully submitted,

Allan Magi, P.Eng. on behalf of the Project Team Executive Director of Environment, Infrastructure and Community Services 905-335-7600 x7379

Appendices: Appendix A: Robert Bateman Site Integrated Transit Plan

Report Approval:

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

Robert Bateman Site: Integrated Transit Plan

Environment, Infrastructure and Community Service Committee considered report EISC-20-22 on December 8, 2022. During the consideration of report, Councilor Kearns requested the following staff direction (SD-29-22):

"Direct the Director of Transit to report back to the EICS Committee in Q1 of 2023 on an integrated transit plan, that includes site facilities, connections to GO Transit and Burlington Transit networks and active transit initiatives."

This information highlights the transit options that currently exist and are being considered to accommodate alternate modes of transportation to the Robert Bateman Community Centre on New Street.

The Transit 5 Year Business Plan, approved by Council in 2020, highlights various strategies to grow transit including enhancement to service structure and delivery. The plan identifies the move towards a grid-based system as a key mobility strategy for the city. The goal of the grid-based system is to reduce overall travel time for riders by providing more direct routes. The future Robert Bateman Community Centre and Brock University Campus will be located at the former Robert Bateman high school site, on the north side of New Street between Appleby Line and Burloak Drive.

Current Transit Connections to Robert Bateman Community Centre & Brock University Campus

This site is currently served by three Burlington Transit conventional transit routes, which include Route 4, 10 and 25. These routes connect at Appleby GO, thus providing options for students arriving using GO Transit as well as those connecting using Oakville Transit.

The Route 4 runs every 30 minutes and is considered a local route that accesses several neighborhoods in Burlington from Appleby GO to Aldershot GO (see Figure 1). Riders using Hamilton Street Railway (HSR), Route 11, can connect to the Route 4 at the Downtown terminal.



Figure 1: Burlington Transit Route 4 in relation to the Bateman site.

The Route 10 currently runs every 20 minutes and connects riders to the Appleby and Burlington GO stations. Future students and visitors arriving from GO can connect to the campus from either GO station. See Figure 2.



Figure 2: Burlington Transit Route 10 in relation to the Bateman site.

The Route 25 runs every 30-minutes from Appleby GO and provides a north-south option for students who may connect, from within the GTHA, via the 407-GO carpool lot on Dundas Street. Existing stops are located at the intersection of Appleby Line and New Street, which are approximately 625 metres from the Robert Bateman site. This is a short 10-minute walk or quick bike ride to the site. See Figure 3.



Figure 3: Burlington Transit Route 25 in relation to the Bateman site.

Burlington Transit connects to many existing routes at the Burlington and Appleby GO stations, thus allowing for convenient transfer points for Burlington residents who may want to access the site.

Transit Stops

Currently, there are bus stops on the north and south side of New Street. These stops accommodated the site, when it was a high school, for several years. Riders and pedestrians can safely cross the street at the existing signalized intersection at New Street and Adams Street.



Figure 4: Existing Bus Stops on New Street (Google Street View March 2022)

Options to Promote Transit

To further promote the use of transit to the site, service enhancements will be planned, evaluated and implemented to improve the reliability and efficiency of transit. The following transit options can be implemented in a phased approach.

Route Service Changes/Realignments:

To achieve the most convenience for riders who may want to access the site, route improvements will need to be made. The Route 4 and Route 10 will require route revisions and frequency improvements to better align with GO Transit schedules, as they are increased to 15-minute all day service.

Route frequency will need to be increased from the existing 20-minute and 30-minute service to 15-minute service. An increase in frequency will encourage individuals to consider public transit and promote transit as a reliable and viable option versus the use of a personal vehicle.

In addition, the Route 25 will be increased from the existing 30-minute service to a 20-minute or less service over the next two years.

Additional Routes for Post-Secondary Education

Burlington Transit has identified the need to build additional routes to services all postsecondary institutions that are located within the City of Burlington. The McMaster DeGroote campus (located on South Service Road) is not on an existing bus route and must provide its own shuttle service to their students.

As Burlington Transit continues its growth strategies, the expansion of service and the restructured grid-based system will form the foundation for future route and frequency improvements. Transit Planning staff have already identified the need to enhance service on the South Service Road, however, further analysis is required.

Transit Stops and Facility

As noted earlier, the site is serviced by two bus stops on the north and south side of New Street. As part of the implementation of the transit plan at the site, the existing bus stop in front of the school, on the North side of New Street, will be upgraded. The upgrade would include a better and larger landing pad, and also take into consideration modern and community scape designs that would fit within the street scape of the new facility. The transit planning team have discussed options that would include bus stop designs that could utilize landscaping elements or unique designs to further promote transit and the environment. The bus stop located on the south side of New Street was recently upgraded in 2021 and includes a shelter.

Bateman Site Alterations for Transit

Transit and Transportation staff discussed the possibility of including an on-site bus loop within the Bateman property. The following operational and safety concerns have been identified:

- Introduction of bus movements within the site will result in increased conflicts with
 pedestrians who may be walking to and from the front entrance of the facility. This
 presents significant safety concerns and challenges for buses to navigate the small area.
 The potential for pedestrian conflict is compounded due to the maneuverability of a bus
 within a small area.
- Impact to accessible parking. Provision of a bus in the loop on-site would negatively impact accessible parking supply.
- Schedule impact. Bringing vehicles onto and out of the site has the potential to increase the route time up to 5 minutes.

To conclude, there are no gains to bringing the bus on site, as it would impact the bus schedule and present additional challenges. The current stops along New Street have served the site well for many years.

Fare Strategies and Programs to Support Transit

To further promote transit usage by Brock University students, Burlington Transit will work with PRESTO and Brock University to participate in the Universal Transit Pass (U-Pass) program. The U-Pass is a PRESTO program, which provides full time post-secondary students at participating colleges and universities unlimited travel on public transit. The cost of a U-Pass is included in each full-time student's tuition per semester.

Further collaboration with PRESTO is required and will be included in the Transit work plan in 2023.

Active Transportation

Opportunities exist to access the redeveloped site by modes other than a private automobile. The site is easily accessible by both transit and walking. While New Street does not currently provide cycling facilities, the corridor has been identified for future investment to provide protected facilities which will be programmed into the capital budget in future years (currently

unfunded).

In the short term, opportunity may exist to create a multi-use path that connects the Centennial Bikeway to Frontenac Park, through to the rear of the site, which provides an alternate cycling and walking facility from the Appleby GO Station to the site. Feasibility of constructing this connection requires further study and collaboration between Engineering and Transportation Services.

Transportation Demand Management (TDM)

Transportation Demand Management is the use of programs, services and policies aimed at reducing or redistributing travel demand to meet future travel needs without increasing the capacity of transportation infrastructure, such as building more parking.

TDM is a proactive measure that is implemented in advance of future demand and makes it easier to choose sustainable transportation options. Developing a TDM plan through the Site Plan stage and implementing the plan when the campus becomes operational ensures that staff, students, and faculty are encouraged to make use of sustainable modes of transportation.

Potential TDM measures that should be considered through the development of a TDM plan include:

- Offering incentives to students and faculty to utilize local and regional transit such as the U-pass program discussed above.
- Providing strengthened pedestrian connections and a network of pedestrian facilities throughout the site and to nearby transit facilities.
- Creating dedicated bike trails on-campus that connect with adjacent cycling facilities.
- Include provision of end-of-trip facilities within the redeveloped site to ensure cycling is a viable alternative. Facilities should include secure bike storage (both short and long-term bike parking), shower facilities, lockers, bike repair stations on-campus, etc.
- Consider providing a local bike-share for the campus to enable short trips for students that would not require use of a personal automobile (i.e., lunch or break trips to nearby restaurants that could be easily made by cycling).
- Develop a carpool program that incentivizes students or faculty carpooling to the site through preferential parking for carpool vehicles and utilizing ride share / ride matching tools that connect potential carpool participants.
- Provide for EV parking spaces and charging infrastructure; and
- Conduct student and faculty travel demand surveys and develop an education and outreach program to raise awareness and promote sustainable transportation and programming.

Conclusion:

• Public transit is a viable option for the residents and students to access the Robert Bateman site. Current routes and connections exist today that are the foundation for the growth and expansion that will occur in the next two years.

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- Burlington Transit continues to work with our partners at Oakville, Hamilton and Metrolinx to develop integration of service to further enhance the public transit experience.
- The City's vision of Improving Integrated City Mobility can be achieved through this plan, as this supports increased transit utilization, and improving the modal split for transit and other active transportation modes.