

Request for Decision

Valley East Twin Pad Multipurpose Sports Complex

Presented To:	Community Services Committee
Presented:	Monday, Sep 16, 2019
Report Date	Friday, Aug 30, 2019
Type:	Referred & Deferred Matters

Resolution

THAT the City of Greater Sudbury approves the recommended building program elements and site schematic Option B, as outlined in the report entitled "Valley East Twin Pad Multipurpose Sports Complex", from the Interim General Manager of Community Development, presented at Community Services Committee meeting on September 16, 2019.

Relationship to the Strategic Plan / Health Impact Assessment

This report supports Council's Strategic Plan in the area of Quality of Life and Place as it aligns with the Population Health Priorities of Play Opportunities, Families and Age Friendly Strategy. A new twin pad multipurpose sports complex will allow for programs and services that would improve the health and well-being of youth, families and seniors.

Report Summary

This report provides Council additional information regarding the proposed Valley East Twin Pad Multipurpose Sports Complex as requested at the Community Services Committee of July 8, 2019. The report includes additional site analysis and costing information of the three site design options presented.

Financial Implications

The project will be considered for 2020 capital funding through the capital prioritization process and associated business case.

Signed By

Report Prepared By

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Health Impact Review

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Division Review

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Financial Implications

Liisa Lenz
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Recommended by the Department

Ian Wood
Interim General Manager of Community Development
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Recommended by the C.A.O.

Ed Archer
Chief Administrative Officer
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Purpose

The purpose of this report is to provide Council additional information regarding the proposed Valley East Twin Pad Multipurpose Sports Complex as requested at the Community Services Committee of July 8, 2019. The report provides a revised site plan recommendation based on additional analysis and consultation.

Executive Summary

At the July 8, 2019 Community Services Committee meeting, Council received a presentation and report regarding the proposed Valley East Twin Pad Multipurpose Sports Complex to be located at the Howard Armstrong Recreation Centre site.

Yellowega Bélanger Salach Architecture (YBSA) was retained to conduct a community consultation process to gather input on the proposed facility and to confirm desired programming within the facility. YBSA produced a Valley East Twin Pad Multipurpose Sports Complex based on input received and research conducted which was used to develop a list of recommended program elements of the proposed facility and the development of site plan options.

The July 8 report recommended an option which includes all of the following program elements:

Twin Pad Arena (NHL size rinks each with 400 seat capacity)

8 changerooms and referee changerooms per ice surface

Gymnasium (multipurpose sports programming such as indoor soccer training, pickleball, roller hockey, exercise classes etc.)

- Heated viewing area
- Café/ Restaurant/ Concessions
- Public Concourse / Lobby
- Support Spaces

This option also included new space for daycare administrative offices and daycare operating space for Centre Pivot du Triangle Magique. The estimated cost for the recommended option is \$29M for construction costs and \$36M for total project costs.

After consideration and discussion, the matter was deferred and members of the Community Services Committee requested additional information relating to:

- Costing details on all site options presented including costing for each program element proposed
- Impacts on existing infrastructure at the Howard Armstrong Recreation Centre complex (soccer fields, play equipment, beach volleyball courts)
- Proposed partnership and financial implications with daycare under Option C
- Additional information on publicly perceived water capacity constraints in the area of the proposed facility
- Repurposing of identified older arena facilities should the Valley East Twin Pad Multipurpose project move forward

This report provides additional information as requested at the Community Services Committee of July 8, 2019 as well as additional information related to the Investing in Canada Infrastructure Program – Community, Culture and Recreation Funding Stream and potential project financing.

Based on the additional analysis, Council concerns and public input, staff are providing a revised site plan recommendation. The key elements of the revised site plan recommendation (Option B) are:

- Same arena and gymnasium program element as previous option
- Main Entrance off of Elmview Drive across from Wilfred Street
- Proposed facility situated north of existing small soccer fields in south-west corner of existing green space
- Proposed facility does not disturb the existing recreational infrastructure (soccer fields, beach volleyball courts, play equipment)
- 8 to 10 acres of the green space located at the north end of the property is required to construct the proposed facility
- Orientation allows for better access to green space which would see improvements to existing informal trail system and the addition of an outdoor skating loop

The estimated cost for Option B is \$22.7M for construction costs and \$28.4M for total project costs.

Background

A report titled “Valley East Twin Pad Next Steps” was presented to the Community Services Committee on July 8, 2018. The report indicated that the City would engage a third party to complete community consultation and confirm facility programming.

YBSA was awarded work through a competitive process. Scope of work included:

- Information Gathering (review relevant information, research other similar facility builds)
- Consultation (meet with community stakeholders, City staff and lead public consultation process)
- Produce a site schematic
- Provide preferred programming requirements
- Produce a final Report and present to the Community Services Committee

YBSA produced the Valley East Twin Pad Multipurpose Sports Complex Public Consultation and Conceptual Site Design report which was presented to the Community Services Committee on July 8, 2019. The report was deferred and the Community Services Committee requested additional information be brought back forward.

Following the July 8, 2019 Community Services Committee meeting, YBSA has conducted additional site analysis and costing which are included in Appendix ‘A’ Report Update No. 1 - Valley East Twin Pad Multipurpose Sports Complex Costing and Analysis of Site Design Options A, B & C.

Analysis

Costing and Analysis of Site Design Options

YBSA has provided a detailed order of magnitude costing specific to each of the options originally presented In the Valley East Twin Pad Multipurpose Sports Complex Public Consultation and Conceptual Site Design report (Options 'A', 'B' and 'C'. The report also provides pros and cons of each of the site options relating to impacts and adjacencies to existing infrastructure, traffic flow, etc. The report also includes updated costing figures with estimated figures for each program element within the three site options. The following is a summary of the site options:

	Option A	Option B	Option C
Construction Costs	\$22,720,810	\$22,747,150	\$29,829,450
Total Project Costs	\$28,341,938	\$28,374,795	\$37,209,256
Total Gross Floor Area	76,101 ft ²	76,101 ft ²	95,301 ft ²
Key Design Elements	<ul style="list-style-type: none">•Main entrance off Elmview Drive•Project does not impact existing infrastructure•Requires 8 to 10 acres of green space•Requires some realignment of trail	<ul style="list-style-type: none">•Main entrance off Elmview Drive•Project does not impact existing infrastructure•Requires 8 to 10 acres of green space•Orientation allows for better access to green space.•Design includes option for outdoor skating loop	<ul style="list-style-type: none">•Main entrance off Dominion Drive•Building situated close as possible to HARC, soccer fields and library to create community hub•Includes new day care space•Existing green space undisturbed•Displaces existing mini soccer fields, beach volleyball court and play structure

Proposed Incorporation of Day Care Space – Option C

The initial Valley East Twin Pad Multipurpose Sports Complex Public Consultation and Conceptual Site Design report recommended site Option C which includes space for Centre Pivot du Triangle Magique (CPTM) operations. Previous staff reports indicated there were challenges with the existing CPTM facility. The report suggested incorporating the daycare within the proposed multipurpose sports complex would allow flexibility to best use the site and would minimize any negative impact on existing greenspace. The co-location was viewed as an opportunity to create a number of synergies and potential cost savings between the daycare and recreation facilities.

Construction of the daycare in the proposed multipurpose sports complex would cost an estimated \$6,720,000. In recognition of the need for the City to acquire its current building to build the multipurpose sports complex, CPTM would be provided rent free space for a duration equivalent to the value of the proposed building. CPTM would become a paying tenant after that time.

Recent Provincial announcements about changes to funding of daycare operations indicate that additional City operational funding would be required to support operations. In addition, there are no longer Provincial capital funding programs available to offset daycare construction costs related.

There would also be logistical challenges associated with the removal of the current CPTM facility for the construction of the proposed multipurpose sports complex which prevents the creation of a single-roof facility; there is a need to have daycare operations continue during construction phase, which could add to the project cost.

Water Supply

Recent opinion columns in local news outlets have suggested that the proposed multipurpose sports complex project would compromise drinking water supply for the area. The proposed project was reviewed by the City's Sudbury Planning Application Review Team (SPART) who advised of no development restrictions in the area related to water supply. As a result of the SPART meeting it was recommended that Source Protection Plan Section 59 Application and a Stormwater Management Report would be required for a site plan agreement. Any required infrastructure upgrades for water, sanitary, etc. would also form part of the site plan agreement.

Howard Armstrong Recreation Centre Parkland & Trails

During the community consultation process on the proposed Valley East Twin Pad Multipurpose Sports Complex project, a significant number of concerns were received regarding the potential loss of parkland and the impacts on the existing trail network.

Further discussions with existing park user groups suggest that the existing trails could be enhanced as part of a more comprehensive site design that aligns well with the City's vision for regional parks. Should the multipurpose sports complex project be realized as outlined in Option B, there would be 18 to 20 hectares of natural parkland remaining on the site.

The project also includes considerations to bring the existing trail network up to current Accessibility for Ontarians with Disabilities Act (AODA) technical standards. Option B includes the addition of a winter skating loop.

The Green Space Advisory Panel Final Report categorized the Howard Armstrong Recreation Centre/Sports Complex property as a Regional Park. Regional Parks are described as follows:

A Regional Park's primary purpose is to be a focal point for the City as a whole, due to its unique attributes, function, and size. It may also be a tourist attraction. A Regional Park will often meet nearby residents needs for a park in their neighbourhood (and so is understood to play a dual role as a neighbourhood park for that area). However, distinct from a Neighbourhood Park, a Regional Park is designed to play a unique role, and to serve the entire City. Bell Park is the classic example of a Regional Park.

The Green Space Advisory Panel Final Report further defines Regional Parks as follows:

A Regional Park can accommodate City-wide use and larger venues. Facilities and features of a Regional Park vary with the special nature of each park. Features may include waterfront areas, beaches, special attractions or entertainment facilities. Regional Parks should be linked to trail system, public transport, and be easily accessible by car, with sufficient parking. The size of a Regional Park varies, and the report indicates that they may be larger than 10 hectares.

The Howard Armstrong Centre regional park has existing recreation and community infrastructure on site including a recreation centre, library and citizen service centre and outdoor play fields. The addition of a twin pad arena and sports complex is viewed as an appropriate use of regional park space. The addition of the proposed multipurpose sports complex would establish the park as a sporting complex serving the entire City.

Consultation with Valley East Soccer Club

Following the July 8, 2019 Community Service Committee meeting, staff met with representatives from the Valley East Soccer Club (VESC) regarding the proposed site design options. VESC expressed their desire not to disturb existing infrastructure (play fields) as there had been already significant investment to develop the fields. It was also noted that the fields which would be impacted under Option C, were the most heavily programmed fields. VESC was supportive of the project in principle, noting the opportunities to utilize the facility to provide much needed access to indoor space.

Potential Repurposing of Existing Arena Facilities

A previous business case for the proposed Valley East Twin Pad, provided scenarios of decommissioning of the Centennial and Raymond Plourde Arenas as well as the potential to decommission side #1 of the Capreol Arena.

The Parks, Open Space and Leisure Master Plan Review (2014) states that the decision to close any arena should be accompanied by a community engagement process, capital lifecycle analysis, evaluation of alternate uses, and options for the continued delivery of leisure services within the affected community. Upon Council's approval of the Valley East Twin Pad Multipurpose Sports Complex a community engagement process would be initiated as per the Parks, Open Space and Leisure Master Plan.

Any costs associated with the repurposing of existing arena structures would form part of future business cases and or capital requests. The Raymond Plourde Arena rests on Rainbow District School Board property which may limit the ability to repurpose or dispose of this facility.

Investing in Canada Infrastructure Program (IPIP) – Community, Culture and Recreation Funding Stream

The Province has recently announced that it will receive applications to the ICIP Community, Culture and Recreation Stream.

The Valley East Twin Pad Multipurpose Sports Complex project would be one of a number of eligible City projects that are currently under development. Eligible asset types include recreation facilities (e.g. hockey arenas, multipurpose recreation centers, etc.) This project category focuses on new build and construction projects with an individual project cap of \$50 million in total project costs.

A report will be brought forward to Council in October 2019 providing additional information about the funding program and seeking Council's direction on which potential projects should be submitted to the program.

Recommendation and Next Steps

With the additional analysis and consultation conducted, site design Option B is being recommended for the proposed Valley East Twin Pad Multipurpose Sports Complex. The revised recommendation considers the following:

- A project cost in line with estimates provided in previous business cases and reports
- Eliminates the uncertainty (construction logistics, additional funding required) associated with incorporating daycare space in the project scope
- The project will not displace existing recreation facilities (play fields, beach volleyball, play equipment)
- The existing trail network will be brought to current AODA standards and will provide an additional outdoor experience (skating loop)

The project will be considered for 2020 capital funding through the capital prioritization process and associated business case.

References

Valley East Twin Pad Report to Community Services Committee on July 8, 2019 - <https://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=2&id=1355>



Report Update No.1

The City of Greater Sudbury

Valley East Twin Pad Multipurpose Sports Complex

Costing and Analysis of Site Design Options A,B,&C



August 14, 2019

Report Update - No.1

August 14, 2019

The following pages form an amendment and addition to the originally submitted report dated June 17th 2019. The purpose of the additional analysis is to outline the pros and cons of each site design option and to provide a detailed order of magnitude costing specific to each of the options.

Future reports, studies and considerations that will affect cost estimating:

The completion of the reports noted below are a requirement of SPCA, as outlined in the SPART Memo of Understanding. The outcome of these detailed reports and analysis will further outline the technical requirements related to site planning and will have an impact on costing, as the project moves forward into its next phases of development.

- Geotechnical & Soils Report to determine soil bearing capacity and water table height of proposed building locations
- Source Protection Plan Section 59 Application
- Stormwater Management Study and Report
- Wellhead Protection Area; By-law considerations, property/parking run off etc.
- Detailed Topographic Survey
- Traffic Study; flow to and from property and its effect on the existing Library, HARC, daycare and residential neighbourhood.
- Analysis of trail conditions and uses in green space to determine amount of disturbance.
- Environmental considerations (carbon footprint, building efficiency, heating/cooling strategies)
- CPTED Design Analysis
- Fire Flow Capacities (Water Pressure Testing)
- Infrastructure and Servicing Upgrades Analysis (water, sanitary, gas, hydro, etc.)

Options Analysis

August 14, 2019

Option A

Option A Key Points:

- 1. Main Entrance off of Elmview Drive across from Wilfred Street
- 2. Building & parking situated north of existing small soccer fields in south-west corner of existing green space.
- 3. Building does not disturb the existing recreational activities on the property but does remove approximately 8 to 10 acres of the green space located at the north end of the property.
- 4. 325m of existing Howard's Nature Trail would be removed to facilitate new construction, with approximately 280m of trail re-built to reroute existing loop.
- 5. An outdoor skating/running loop can be incorporated into Option A. Currently it is not and has not been costed.
- 6. Requires 445m of new municipal sidewalk construction.

Costing:

The total gross floor area is 95,301 ft2 (8,854 m2). The order of magnitude estimated cost for the proposed new facility is in the range of:

- \$ 22,720,810 for construction costs and
- \$ 28,341,938 for total project costs.

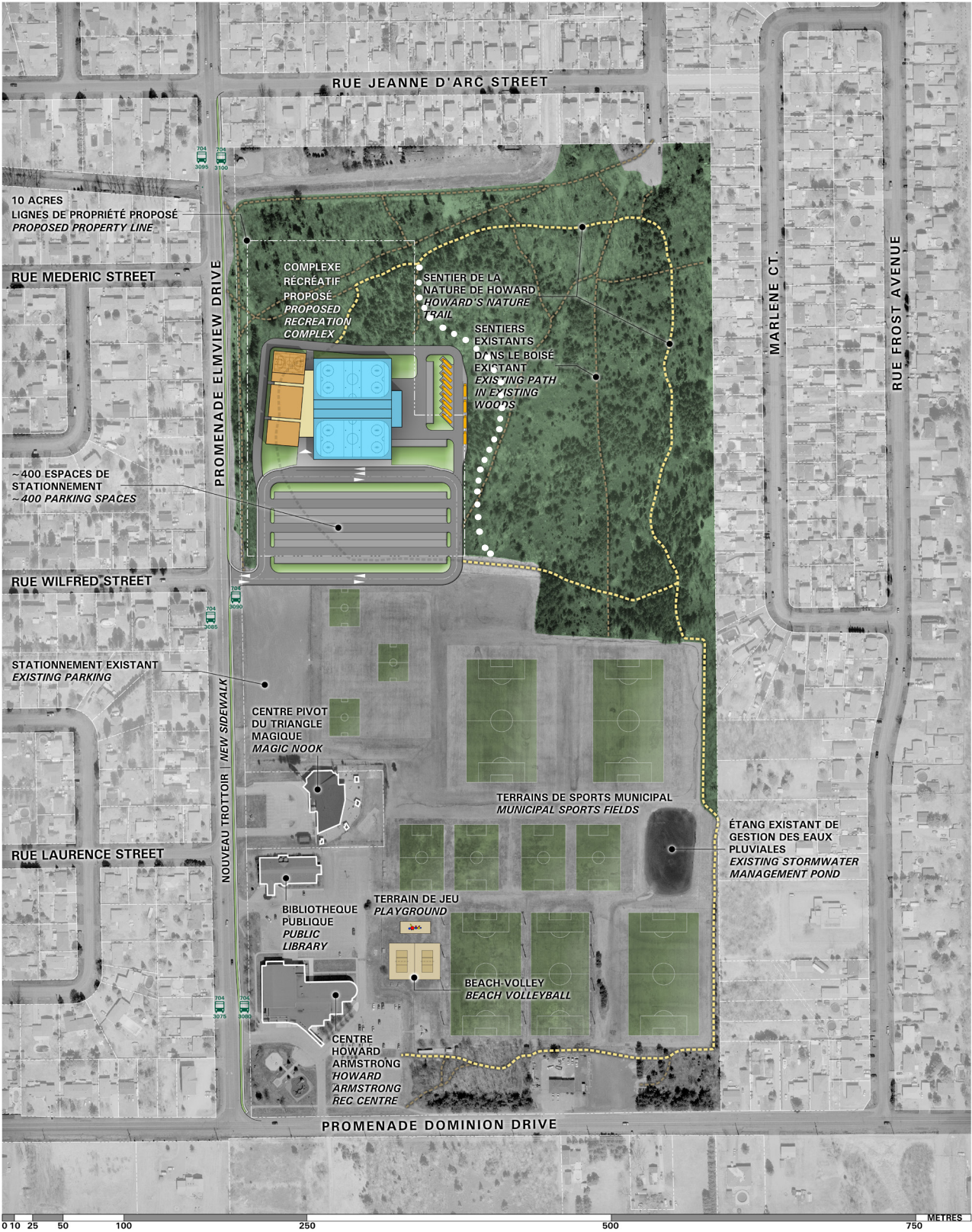
Option A - Pros & Cons

Pros:

- 1. Existing facilities undisturbed.
 - Soccer fields
 - Daycare
 - HARC parking lot
 - Beach volleyball courts
- 2. Opportunity for Howard's Nature Trail rerouting
- 3. Opportunity for Howard's Nature Trail improvements
- 4. Opportunity for New Trail Head near new facility.
- 5. Existing overflow soccer parking to be maintained.
- 6. New driveway entrance lines up with Wilfred Street.
- 7. Bus Parking/loading located further away from parking lot circulation.
- 8. Location of new parking lot can easily serve existing outdoor recreation spaces
- 9. Existing transit stop near parking lot entrance.

Cons:

- 1. Displaces approximately 8 to 10 acres of green space.
- 2. Displaces series of trails and paths within green space.
- 3. Single loaded entrance off Elmview Drive.
 - Neighboring residential area
 - Increased traffic
- 4. Further proximity from existing recreation site amenities.
- 5. Facility could act as barrier between green space and the rest of the property.



Site Plan Schematic Design - Option A

Option B

Option B Key Points:

- 1. Main Entrance off of Elmview Drive across from Wilfred Street
- 2. Building & parking situated north of existing small soccer fields in south-west corner of existing green space.
- 3. Building does not disturb the existing recreational activities on the property but does remove approximately 8 to 10 acres of the green space located at the north end of the property.
- 4. 3225m of existing trail would be removed to facilitate new construction, with approximately 280m of trail re-built to reroute existing loop.
- 5. Orientation allows for better access to green space.
- 6. Requires 445m of new municipal sidewalk construction.

Costing:

The total gross floor area is 95,301 ft2 (8,854 m2). The order of magnitude estimated cost for the proposed new facility is in the range of:

- \$ 22,747,150 for construction costs and
- \$ 28,374,795 for total project costs.

Options Analysis

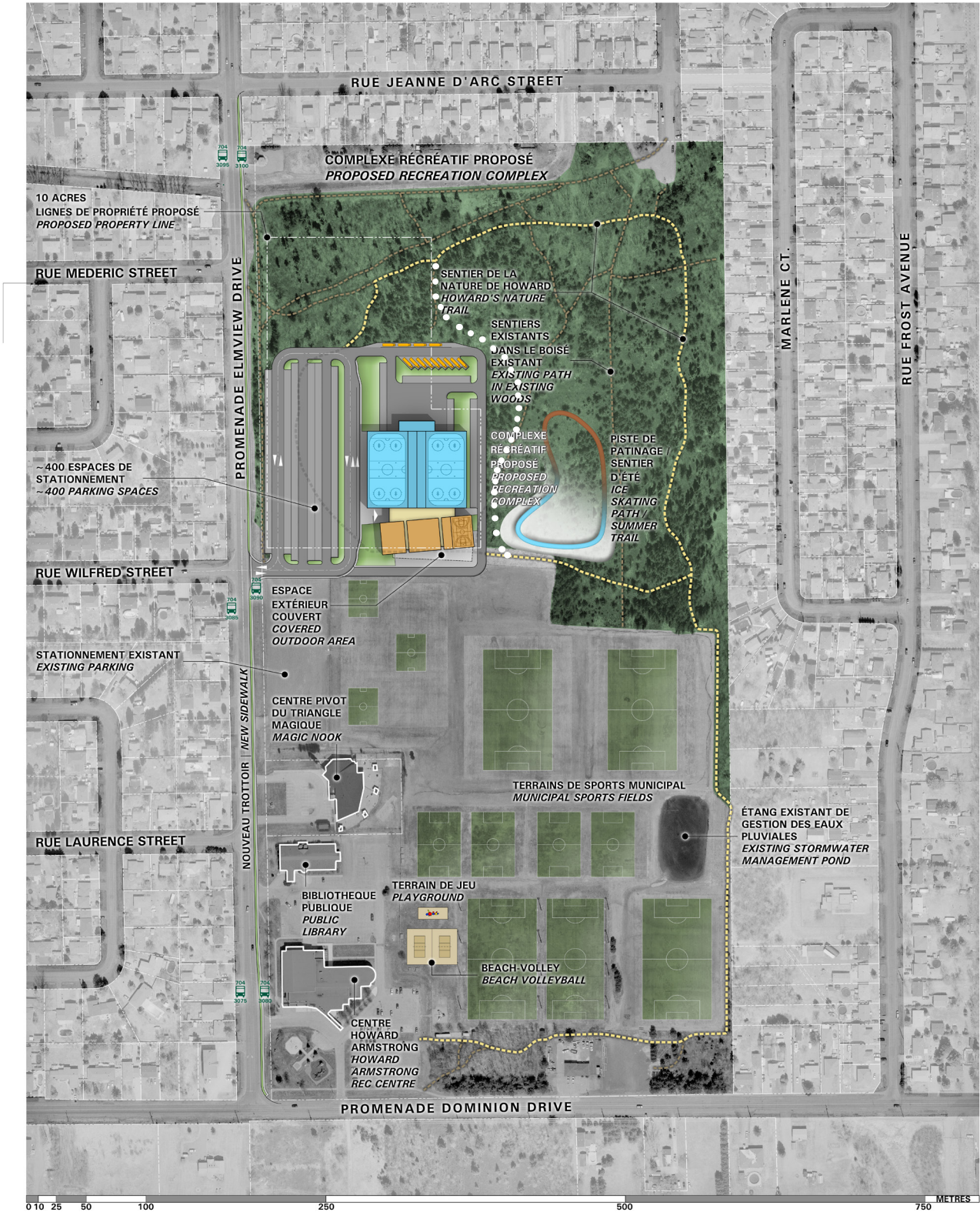
Option B - Pros & Cons

Pros:

- 1. Existing facilities undisturbed.
 - Soccer fields
 - Daycare
 - HARC parking lot
 - Beach volleyball courts
- 2. Opportunity for Howard’s Nature Trail rerouting
- 3. Opportunity for Howard’s Nature Trail improvements
- 4. Opportunity for New Trail Head near new facility.
- 5. Existing overflow soccer parking to be maintained.
- 6. New driveway entrance lines up with Wilfred Street.
- 7. Good flow and efficient vehicular circulation.
- 8. Dedicated shipping and receiving area.
- 8. Location of new parking lot can easily serve existing outdoor recreation spaces
- 9. Existing transit stop near parking lot entrance.
- 10. Addition of Skating/Running loop in South-East corner of green space, close to new facility.
- 11. Facility includes a covered outdoor area to the south of the building.
- 12. South facing recreation/gymnasium area.
- 13. Good connection with existing soccer fields and proposed skating/running loop for changerooms, washrooms and storage.

Cons:

- 1. Displaces approximately 8 to 10 acres of green space.
- 2. Displaces series of trails and paths with green space.
- 3. Single loaded entrance off Elmview Drive.
 - Neighboring residential area
 - Increased traffic



Site Plan Schematic Design - Option B

August 14, 2019

Option C

Option C Key Points:

- 1. Main Entrance off of Dominion Drive.
- 2. Building situated close as possible to HARC, soccer fields and library to create community hub.
- 3. Building is not situated within and does not disturb the existing green space at the north end of the property. However, if the existing mini soccer fields and overflow parking are to be rebuilt, they would likely have to be re-built within the green space due to the lack of space throughout the site.
- 4. Displaces the existing CPTM daycare building, which would be constructed new within the new city building. Financial, business case and feasibility study will be required as part of the next steps.
- 5. Requires 445m of new municipal sidewalk construction.

Costing:

The total gross floor area is 95,301 ft2 (8,854 m2). The order of magnitude estimated cost for the proposed new facility is in the range of:

- \$ 29,829,450 for construction costs and
- \$ 37,209,256 for total project costs.

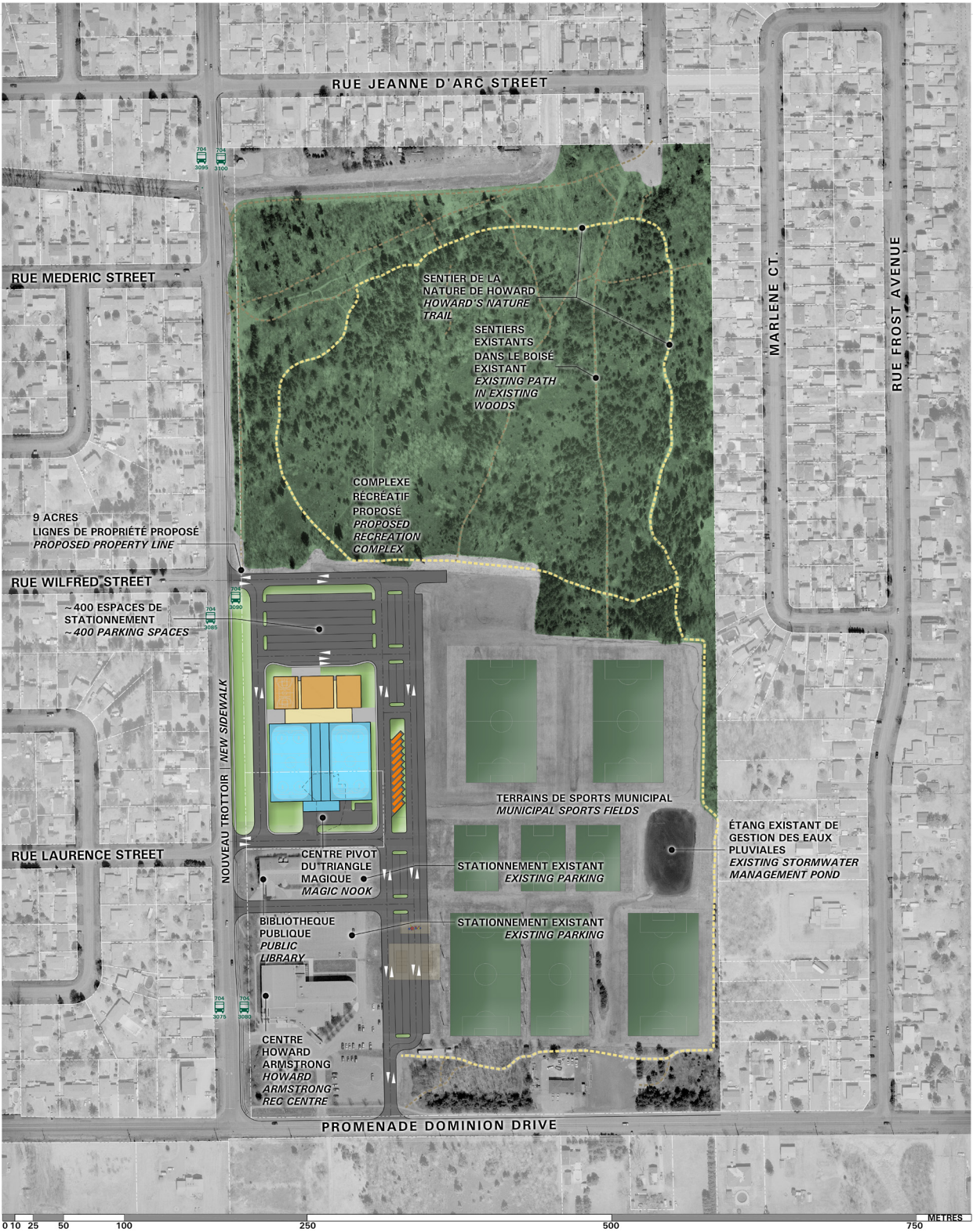
Option C - Pros & Cons

Pros:

- 1. Existing green space undisturbed. Unless used for displaced property features.
- 2. Facility closure to HARC and soccer fields.
- 3. Multiple access points to property to reduce traffic congestion.
- 4. Sprawled parking to improve access to soccer fields.
- 5. Facility provides space for new and improved daycare.
- 6. Main traffic flow focused on interior of site and away from residential area.

Cons:

- 1. Displaces CPTM Daycare and Administrative Building.
- 2. Displaces existing soccer overflow parking lot. (new location required)
- 3. Displaces existing mini soccer fields. (new location required)
- 4. Displaces existing volleyball courts and playground.
- 5. Green space may be displaced to accommodate the construction of new mini soccer fields and parking lot.
- 6. Multi-lane traffic separating facility from soccer fields.
- 7. Parking far from existing soccer fields.
- 8. Facility disconnected from green space; green space adjacent to parking lot. (cost to replace)
- 9. Main entrance of new building facing North, opposite and further from the existing outdoor facilities and buildings.
- 10. Lack of Zamboni ice storage to be resolved.



Site Plan Schematic Design - Option C

Options Analysis

Updated Costing

City of Greater Sudbury
Valley East Twin Pad Multi-purpose Sports Complex
Order of Magnitude - Updated Costing
14-Aug-19

Description	OPTION A					OPTION B					OPTION C				
	GFA (M2)	COST/M2	GFA (SF)	COST/SF	AMOUNT	GFA (M2)	COST/M2	GFA (SF)	COST/SF	AMOUNT	GFA (M2)	COST/M2	GFA (SF)	COST/SF	AMOUNT
1.0 NEW CONSTRUCTION			76,101	\$264	20,100,000			76,101	\$264	20,100,000			95,301	\$281	26,820,000
Arena			57,630	\$250	14,407,500			57,630	\$250	14,407,500			57,630	\$250	14,407,500
Support Function			3,537	\$320	1,131,840			3,537	\$320	1,131,840			3,537	\$320	1,131,840
Gymnasium			6,727	\$300	2,018,100			6,727	\$300	2,018,100			6,727	\$300	2,018,100
Public Shared Space			4,008	\$320	1,282,560			4,008	\$320	1,282,560			4,008	\$320	1,282,560
Atrium / Lobby / Circulation			4,200	\$300	1,260,000			4,200	\$300	1,260,000			4,200	\$300	1,260,000
Daycare					N/A					N/A			19,200	\$350	6,720,000
2.0 OTHER ASSOCIATED COSTS					2,250,000					2,250,000					2,250,000
Site Development/Landscaping Allowance					2,000,000					2,000,000					2,000,000
Abnormal Soil Conditions (allowance for structural piles due to high water table)					250,000					250,000					250,000
Hazardous Materials Abatement					N/A					N/A					N/A
Premium Time/After-Hours Work					N/A					N/A					N/A
Signage & Wayfinding					Incl.					Incl.					Incl.
Project Contingency					See Below					See Below					See Below
Escalation to Time of Tender (3% P.A.)					See Below					See Below					See Below
3.0 Option Specific Site Costs					370,810					397,150					759,450
New municipal sidewalk and transit stop	445m	\$150			66,750	445m	\$150			66,750	445m	\$150			66,750
Construction of new Howard Nature Trails (crusher dust)	280m	\$60			16,800	280m	\$60			10,500					N/A
Upgrading of existing Howard Nature Trails	794m	\$40			31,760	810m	\$40			32,400					N/A
Asphalt existing overflow soccer parking	6200m2	\$40			248,000	6200m2	\$40			248,000					N/A
Rebuild existing overflow soccer parking area					N/A					N/A	6200m2	\$55			341,000
New fire hydrant					7,500					7,500					N/A
Construction of outdoor ice loop					0	320m2	\$100			32,000					N/A
Rebuild displaced mini soccer fields (x6)					N/A					N/A					30,000
Demolition of existing CPTM Daycare facility					N/A					N/A					15,000
Expand & reconfiguration of existing Howard Armstrong parking					N/A					N/A					75,000
Additional traffic parking lot circulation (860 m2)					N/A					N/A	860m2	\$95			81,700
Premium cost for construction phasing					N/A					N/A					150,000
Total Construction Cost					22,720,810					22,747,150					29,829,450
- Professional & Design Fees (7%)				7.00%	1,590,457				7.00%	1,592,301				7.00%	2,088,062
- Other Consultants (1%)				1.00%	227,208				1.00%	227,472				1.00%	298,295
- Development Charges & Levies / Permits (N/A)				N/A					N/A					N/A	
- Commissioning, Moves, Misc., Other (1.5%)				1.50%	340,812				1.50%	341,207				1.50%	447,442
Total Ancillary / Soft Costs					2,158,477					2,160,979					2,833,798
Sub-Total: Construction & Ancillary					24,879,287					24,908,129					32,663,248
Furnishings and Equipment					By Owner					By Owner					By Owner
Sub-Total					24,879,287					24,908,129					32,663,248
Post Contract Contingency (Change Orders)				3.00%	681,624				3.00%	682,415				3.00%	894,884
Escalation to Tender (3.0% P.A) - 1 Year				3.00%	681,624				3.00%	682,415				3.00%	894,884
Design Contingency (8%)				8.00%	2,099,403				8.00%	2,101,837				8.00%	2,756,241
Total Project Cost - EXCLUDING HST					28,341,938					28,374,795					37,209,256

August 14, 2019