Date: June 11, 2019  
Report No.: 2019-239

To: Chair and Members  
Committee of the Whole, Operations and Administration

From: Sandy Jackson, General Manager of Community Programs, Parks and Recreation

1.0 Type of Report

Consent Item [ ]  
Item For Consideration [x]

2.0 Topic: Southwest Sports Complex Project Update [Financial Impact - $3,000,000]

3.0 Recommendation

A. THAT Report 2019-239, Southwest Sports Complex Project Update, BE RECEIVED; and

B. THAT staff BE DIRECTED to modify the project name from Southwest Sports Complex to Southwest Community Centre and Park; and

C. THAT staff BE DIRECTED to proceed with completing archeological stage four investigations for the Southwest Sports Complex to an upset limit of an additional $3,000,000 and REPORT BACK in 2019 with updated archeological cost estimates, project timelines and funding options; and

D. THAT staff BE DIRECTED to work with the Southwest Task Force to develop a Terms of Reference outlining their role with respect to Phase 2 and 3.
4.0 **Purpose and Overview**

To provide City Council with a progress report on the Southwest Sports Complex project and seek additional funds to complete stage four archeological studies.

5.0 **Background**

The Southwest Sports Complex project has been in progress since 2013 and a Task Force has been in place since that same year. The 2013 resolution read as follows:

WHEREAS the North of Shellard Neighbourhood and Recreation Plan Steering Committee has completed its work with a Plan approved by Council in March 2011; and

WHEREAS there is a need for additional recreation facilities in this growing area of the City;

NOW THEREFORE BE IT RESOLVED THAT Council ESTABLISH a Task Force comprised of the Ward 1 Councilors and other interested Council representatives to develop a phased process by which the prioritized needs of the new Ward 1 will be taken into consideration when building a community hall and/or sports fields.

A 2016 resolution further expanded the Task Force as outlined:

A. THAT the Southwest Sports Complex Update, BE RECEIVED for information purposes; and

B. THAT the Shellard Lane Task Force composition BE EXPANDED to include:
   - one Brantford Public Library staff appointment; and
   - four citizen appointments (comprised of one member to represent the Shellard Neighbourhood Association, one member to represent the Pleasant Ridge Neighbourhood Association and two additional citizen appointments); and

C. THAT the By-law appointing these members to the Task Force BE PRESENTED to City Council.

A 2017 Resolution amended the composition of the Task Force as outlined:
THAT the composition of the Shellard Lane Task Force BE AMENDED as follows:

- Ward 1 Councillors
- one Brantford Public Library staff appointment;
- one member to represent the Shellard Neighbourhood Association; and
- two citizen members

The design of phase one of the Project which includes a four (4) diamond softball complex and fieldhouse is complete and archeological works have been underway for over a year. Archeological studies are a requirement prior to development of any site and these studies for the Southwest Sports Complex (SSC) are necessary to comply with Ministry of Tourism, Culture and Sport (MTCS) requirements. The work for the stage two and three investigations are now complete and Wood Inc. initiated the stage four study last summer following Council approval of Staff report CPREC2018-007 on May 15, 2018. The report recommended the following:

A. THAT staff report CPREC2018-007, Southwest Sports Complex Archeological Update, BE RECEIVED; and

B. THAT staff BE DIRECTED to proceed with the archeological Stage 4 study for the Southwest Sports Complex with costs of an upset limit of $3,000,000.00; and

C. THAT Council APPROVE the single source procurement pursuant to Section 4.02(g) of the Purchasing Policy, for the supply of Stage 4 archeological work for the Southwest Sports Complex to Wood Inc. at the upset limit of $3,000,000.00 (excluding HST); and

D. THAT the Clerk BE DIRECTED to place the archeological contract with Wood Inc. on a Signing By-law for approval by City Council.

6.0 Corporate Policy Context

Community Strategic Plan Goal #2: High Quality of Life & Caring for All Citizens by providing well-maintained cultural and heritage assets.

Parks and Recreation Master Plan

Brantford’s parks open spaces and recreational services are a vital part of the quality of life valued by residents as a core municipal service. The City of Brantford Parks and Recreation Master Plan (PRMP) identifies that planning for continued growth and expanding residential areas requires continued and
enhanced investment in parks, trails and related outdoor recreational facilities through a strategic, City-led and community-based planning approach. The PRMP forecasts the need for an additional 1-2 new city parks over the next decade throughout the City with a provision target level of .5 ha per 1000 residents. City parks are destination, multi-use active recreation parks servicing the broadest level of public access and intense use.

The Master Plan recommendations for outdoor recreation facilities also identify that the City continue to expand baseball diamond capacity with future growth, where sustained growth in baseball demand and participation are evident, and to support tournament functions and sports tourism.

Recommendations:

46. Review the potential for re-purposing existing, single ball diamonds in Neighbourhood Parks for other active and passive recreation, as part of future rehabilitation and renewal of the existing parks.

   - Consult with residents and user groups on alternative uses.

47. Continue to expand baseball diamond capacity with future growth, where sustained growth in baseball demand and participation are evident, and to support tournament functions and sports tourism by:

   Maximizing the quality and capacity of existing baseball diamonds, with priority to multi-field parks and premier single facility locations, through lighting and repair/renewal of existing softball and hardball diamonds and to sustain existing facilities based on asset management planning

   - Continuing to review and optimize scheduling, in consultation with user groups;

   - Considering additional or consolidated baseball diamonds at new major sports parks that emerge from planning for the acquisition for future City / Regional Destination Parks and/or Community Parks primarily in the future urban expansion areas; and

   - Ensure adequate infrastructure to support each type of field including parking, lighting, washrooms and change rooms

7.0 Input From Other Sources

The corporate leadership team for development of the north of Shellard Lane property, including City staff from parks and recreation, planning, engineering,
legal & real estate continues to meet. Team members share information regarding the Southwest Sports Complex project, neighbourhood development, real estate issues, road construction and related nearby development.

This report was reviewed by Finance Department and Legal and Real Estate Department staff.

8.0 Analysis

8.1 Project Overview

Work on the Southwest Sports Complex commenced in 2017 and continues today with many of the required studies and background tasks having been completed. The environmental impact and storm water management studies are now finished with only very minor revisions remaining. Minor adjustments to the masterplan were required in order to accommodate for an expanded wetland feature south of the central hedgerow and woodland. This resulted in one of the two sports fields in phase two being reduced in size and minor changes to several community amenity locations.

The project design for phase one is complete with tender specifications and drawings nearing final completion. Phase one includes the four (4) softball diamonds as well as field house, parking lots, a storm water pond, trails, picnic shelters, the main park drive and a neighbourhood playground. A community meeting, online survey and classroom sessions at Ryerson School were held in spring 2018 to obtain input from residents regarding desired playground features for incorporation into the overall design.

A prequalification document has been drafted which is anticipated to be issued in the late fall /winter of 2019. A site plan application for the field house has been prepared, and will be filed this summer.

Construction of the project has been delayed by the ongoing archeological investigations, which must be fully completed prior to earthworks or site development. Although many of the areas found to be rich in artifacts will remain undisturbed and protected within the environmentally significant areas bounding the north section of the site along the two tributaries and forested lands, stage three investigations also revealed many find sites within the area(s) where the ball diamonds are located. Stage four investigations within the development limits of phase one of the Sports Complex are currently underway and are now expected to continue into the Spring of 2020. The ball diamond locations where the stage four
archeological investigations are taking place can be seen on the attached map referenced as Appendix “A”.

8.2 Naming of Community Centre and Park

At the recent Shellard Lane Task Force meeting on April 29, 2019 a resolution was passed to recommend that Council approve a name change to better reflect the different aspects of the project, more specifically the community centre and the sports park. As a result a recommendation is included in this report to rename the project to Southwest Community Centre and Park.

8.3 Shellard Lane Task Force

At the recent Task Force meeting on April 29, 2019, the Task Force’s current mandate was discussed. The current directive is as follows:

“NOW THEREFORE BE IT RESOLVED THAT Council ESTABLISH a Task Force comprised of the Ward 1 Councilors and other interested Council representatives to develop a phased process by which the prioritized needs of the new Ward 1 will be taken into consideration when building a community hall and/or sports fields.”

The project design for the Southwest Sports Complex phase one is now complete and the overall master plan for the development including the general program for future phases two and three has also been finalized. As such, the initial mandate for the Shellard Lane Task Force has also been completed.

Updating the role of the Task Force by developing a Terms of Reference for phases two and three of the project should be undertaken with approval of these Terms by Council. Therefore, this report includes a recommendation that staff be directed to work with the Task Force to develop a mandate for future phases of the project.

8.4 Archeological Studies

Archeological studies on the site are proving to be more extensive than originally projected. Archeologists have discovered that the area has been inhabited for thousands of years at various times between 8,500 B.C. and A.D. 900 with camp sites of different periods established adjacent to or overlapping one another. Natural erosion and generations of ploughing have blurred the edges of sites that may have originally been discrete but now appear to be joined as outlined in a presentation by Colliers Project Managers Inc. that will accompany this report.
Finds at the site are demonstrative of an archeological record spanning the transition from a highly transient lifestyle of peoples living mainly on large game to more diversified, semi-sedentary and socially complex human cultures. This is evident in the stone tools and settlement patterns that have been documented to date. Stone technologies representing early spear hunting have been discovered as well as meticulously crafted knives and other tools from materials sourced locally and from hundreds of kilometers away. In addition smaller lithic artifacts have also been uncovered such as arrowheads for smaller game that are thought to have inhabited the lush forests of later Ontario prehistory.

The stage three studies identified 13 Pre-European contact indigenous archeological sites which will require stage four hand excavations of investigations of between 3,500 and 4,146 1m x 1m units. During the stage three assessments it was discovered that 10 of the 13 sites form larger site complexes and as a result stage four mitigation field works will focus on eight sites – four of which are larger and contain multiple components.

The eight sites date from the Late Paleoindian to Transitional Woodland Periods. Field work to date has involved the excavation of approximately 1400 units. Excavations are labour intensive and are completed by hand via screening of soil through mesh sieves.

Site excavations rely on fair weather conditions. Heavy and wet soils have resulted in stage three and four works taking longer than anticipated, and with 40% of the required test units requiring deeper excavation than expected. In addition the boundaries of the find sites have expanded beyond the perimeters originally identified due to high artifact yields.

Stage four site works are now underway for 2019, having started the second week in May. Archeology crews are accompanied on site by representatives from both the Six Nations as well as the Mississaugas of the Credit First Nations. Wood Inc. estimate that under the current purchase order 1,760 units and associated reports, approximating 79 days of field work remain. This work involves a crew of 22-25 archeology team members plus additional First Nations field representatives. Under normal weather conditions, these excavations under the current Purchase Order are anticipated to continue through August 2019. This work will not complete the stage four investigations. Given the archeological findings to date it is anticipated that the additional excavation of 2,646 units (114 days of fieldwork) will be required. Despite best efforts to provide accurate figures, it is not possible to predict what may be uncovered.
In an effort to define the scope of work Wood Inc. are proposing to delineate the perimeter of four of the sites with outstanding archeological concerns under the remainder of the existing purchase order. This will enable an analysis of the find sites and a more precise calculation of required remaining excavations, upset costs and completion timelines. Additional funds will be required to continue the stage four beyond August and through to the end of the 2019 season and into the spring of 2020.

8.5 Timelines

Archeological work at the Southwest Sports Complex will extend through 2019 and is anticipated to be completed and approved by the Ministry (MTCS) before the end of summer 2020. Timelines for archeological work are difficult to estimate as the quantity and types of artifacts remain unknown until uncovered. If yields of ten or more artifacts are found during a stage four study, then one metre unit excavations are required outward in all directions until a clear site boundary is apparent. Similarly if a feature is uncovered, two one metre unit excavations are required from the edge of the feature until a count of less than 10 artifacts is uncovered. This process follows the guidelines as set out by the Ministry of Tourism, Culture and Sport and makes estimating costs and timing difficult.

The archeological timelines have impacted the overall project schedule, resulting in delays. It is now anticipated that a pre-qualification for a general contractor will be issued in early winter 2019 followed by the construction tender in the spring of 2020.

Construction is expected to begin in the summer/fall of 2020 and continue through 2021. Substantial completion is expected in late 2021.

8.6 Sports Field Demand

The City’s current inventory of ball diamonds has become challenging to maintain and despite growth in the sport and increased user demand the inventory of diamonds continues to diminish. Most of our ball diamonds are located within neighbourhood parks that are inadequately sized and lack infrastructure such as parking, washroom facilities and lights. These diamonds were established decades ago and were originally intended for neighbourhood recreational use. As user demands increased over the years these fields became more formalized and heavily used and then actively programmed.

The construction of the Wayne Gretzky Sports Centre resulted in the demolition of two softball diamonds which to date have not been replaced. The removal of these diamonds has also put a strain on the field allocation
process and resulted in some leagues playing in neighbourhood parks. This has created that create safety issues as they are undersized and lacking infrastructure such as parking.

Concerns with on street parking and inability to access private homes, noise, garbage, nuisance and private property damages due to errant balls are relayed to Parks staff consistently. In some cases we are simply unable to find an appropriate field for adult league play. Increasing demands for play in conjunction with an increasing population and changing weather patterns resulting in additional rain out cancellations have further complicated the process leaving limited options for field allocation.

Over the last few years Parks and Recreation has had to decommission formal programming on some diamonds as a result of community complaints. The playground renovation program has also resulted in the loss of diamonds as there is frequently not enough space to safely accommodate a playground and sports field.

These decisions require the community to prioritize needs which is not always favorable to programmed league play. Report CPREC 2019-150 Playground Renovation Program also outlined this issue. Scheduling staff try to mitigate issues by restricting adult play and redirecting leagues to suitable fields but the inventory is not adequate even for the existing demand particularly for tournaments.

It is anticipated that the SWSC phase one development with four lit, diamonds and associated parking, amenities and fieldhouse will greatly improve this lack of infrastructure and provide a much needed venue for tournament play.

Failure to construct the ball diamonds in Phase One of the Southwest project will result in the cancellation of some adult league play and tournaments as the City does not have sufficient facilities to meet current and anticipated future demands.

9.0 Financial Implications

Council approval of Staff report CPREC 2018-007, provided authorization for archeological expenditures for stage four investigations to an upset limit of $3M. This limit includes fees paid to Wood Inc. who are contracted archeologists and field representatives from the Mississaugas of the Credit First Nation and Six Nations of the Grand River as previously approved by Council.
As a result of the expanding scope of the stage four work beyond the approved budget, additional funding will be required to complete stage four which will then complete all archeological studies on site. Approximately $1.1 M of the approved funds has been spent to date. As indicated earlier, Wood Inc. estimates that under the current purchase order 1,760 units, approximating 79 days of field work remain. With a crew of 22-25 workers, this work is funded to continue through August 2019.

Given what is known to date, Wood Inc. has projected that additional excavations of 2,646 units (114 days of fieldwork) will be required to complete Stage 4 work. This amounts to an estimated additional cost of $2.35 M and includes fees related to First Nations FLRs. Unfortunately accurate costs cannot be confirmed due to the uncertainty of findings. It is hoped that additional information obtained over the summer will result in better definition of the final scope of the excavations and more precise calculations. Staff will report back to Council in October to update archeological estimates, funding options, and project timelines.

The existing Southwest Sports Complex capital budget has sufficient funds to continue with the necessary works and additional archeological expenditures. Reimbursement of these additional archeological costs from development charges and/or the South of Shellard reserve will be required to ensure that the first phase of the park development is fully constructed. These additional archeological requirements for Phase 1 will have an impact on future funds available for phases two and three of the Southwest Sports Complex development and will require further review as information becomes available. Potential deferral or scaling down of scope requirements for future phases could be necessary.

The current approval for archeological expenditures to an upset limit of $3M will not be sufficient to complete stage four investigations. Although the extent of the additional costs is not fully known, Wood Inc. has indicated that at a minimum costs exceeding $2.35 million will be required to complete the stage four works. This estimate includes costs associated with monitoring. Considerations related to weather, site conditions and possible further expansions to the outstanding excavation sites with related project contingencies may increase costs to $3M or more.

10.0 Conclusion

Stage four archeological studies for the Southwest Sports Complex are ongoing and are anticipated to be complete in the summer of 2020. Once finished, the construction of Phase one will be initiated.
The Phase One project budget has sufficient funds to continue with the required archeological works, however, re-allocation of development charge reserve funds will be required to maintain the current Phase One program moving forward. This in turn will impact the funds available for future phases of the Southwest Sports Complex Project which will require future adjustments.

Staff is seeking approval to continue with the necessary archeological stage four investigations as outlined in this report up to a limit of $3 million. A progress report will be brought back to Council in the third quarter of 2019 to provide refined archeological cost estimates and to provide updated project timelines.

Vicki Armitage, Manager Park Services
Sandy Jackson, General Manager Community Programs Parks and Recreation
Brian Hughes, Director Park Services

Attachments

Appendix A - Southwest Sports Complex Masterplan

In adopting this report, is a by-law or agreement required? If so, it should be referenced in the recommendation section.

By-law required [ ] yes [ x] no
Agreement(s) or other documents to be signed by Mayor and/or City Clerk [ ] yes [ x] no
Is the necessary by-law or agreement being sent concurrently to Council? [ ] yes [ x] no