

Environment, Infrastructure and Community Services Committee Meeting Revised Agenda

Date: December 8, 2022

Time: 9:30 a..m. and/or reconvening at 6:30 p.m. if required

Location: Hybrid meeting- virtual and Council Chambers, City Hall

Contact: Committee Clerk, Suzanne.Gillies@burlington.ca, 905-335-7600, x 7862

Pages

1. Declarations of Interest:

2. Delegation(s):

Standing committee and City Council meetings are held using a hybrid model, allowing members of Council, city staff and the public the option of participating remotely or in-person at city hall, 426 Brant St.

Requests to delegate to this hybrid meeting can be made by completing the online delegation registration form at www.burlington.ca/delegate, by submitting a written request by email to the Office of the City Clerk at clerks@burlington.ca or by phoning 905-335-7600, ext. 7481 by noon the business day before the meeting is to be held. It is recommended that virtual delegates include their intended remarks, which will be circulated to all members in advance, as a backup to any disruptions in technology issues that may occur.

If you do not wish to delegate, but would like to submit correspondence, please email your comments to clerks@burlington.ca. Any delegation notes and comments will be circulated to members in advance of the meeting and will be attached to the minutes, forming part of the public record.

3. Consent Items:

Reports of a routine nature, which are not expected to require discussion and/or debate. Staff may not be in attendance to respond to queries on items contained in the Consent Agenda.

4. Regular Items:

 Approve the overall proposed Phase 1 facility design/development program budget for the adaptive reuse of the Robert Bateman High School inclusive of the following major elements and gross cost estimates based on Class B design estimates:

Base Building

Phase 1 Base Building Construction	\$41,700,000
Design and Engineering/Other Soft Costs	\$15,000,000
Total Base Building Construction Cost	\$56,700,000
Recommended Energy Reduction Incentives	\$5,250,000
Total Recommended Base Building	61,950,000
Optional Enhanced Energy Incentives (subject to confirmation of	\$10,800,000
Senior Government funding application)	. , ,
Total Gross Construction Estimated Cost	\$72,750,000

 Approve the proposed Capital Financing Plan for the adaptive reuse of the Robert Bateman High School inclusive of the following:

Proposed Net Capital Financing

Total Proposed Capital Financing	\$72,750,000
Government)	φ4,000,000
Senior Government Funding (subject to confirmation by Senior	\$4,000,000
Tax Supported Debt Financing	\$45,900,000
Special Circumstance Debt (SCD) Financing	\$4,000,000
Tenant recovery	\$11,750,000
Non-Tax Supported Debt Financing	
Tenant Direct Capital Contributions (Cash).	\$7,100,000

- 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; and
- 2. Direct the Executive Director of Environment Infrastructure and Community Services to report back in Q2 2023 on the process, timelines and estimated capital and operating costs related the Phase 2 facility development inclusive of the new City Community Center and other future community partner uses, the process for naming and branding inclusive of sponsorship opportunities of the new facility; and

- Direct the City Manager and the Chief Financial Officer to report back in Q2-2023 with an update on the Multi-year Community Investment Plan (MCIP) inclusive of the capital costs, financing and estimated timelines for Phase 1 of this project, and consideration of a future Phase 2.
- a. Staff presentation regarding Robert Bateman Highschool adaptive re-use project (EICS-20-22)

19 - 49

b. Correspondence from Tim Park, representing Arts and Culture Council of Burlington, regarding Robert Bateman Highschool adaptive re-use project (EICS-20-22) 50 - 51

4.2 Volunteer firefighter compensation proposal (BFD-04-22)

52 - 60

Approve the compensation model for Burlington Volunteer Firefighters be changed from the honorarium renumeration (point system) to an hourly rate that would compensate volunteer firefighters in accordance with the minimum wage provisions of the Employment Standards Act as generally described in report fire department report BFD-04-22.

4.3 Site engineering resourcing update (EICS-C-05-22)

61 - 65

Note: this item requires a 2/3 vote to waive rule 36.2 of the Procedure By-law to allow discussion of this item as it was not received by the required agenda deadline.

Direct the Director of Engineering Services to provide a staff report in January 2023 with options and recommendations related to the immediate resource requirements of the Site Engineering section to effectively deliver the fundamental components for timely review and processing of development application approvals. This report is to include, but not be limited to the following:

- Identification of the resources required to meet Site Engineering's current backlog and projected ongoing high volume of development applications
- Analysis of resources (staffing/external contracted services) and related operating costs and recommendations based on objective of achieving full fee recovery. To the extent that any net tax-supported funding is required, identify the impact of the recommendations of the report on the 2023 Proposed Operating Budget

Direct the Executive Director of Community Planning, Regulation and Mobility and the Executive Director of Environment, Infrastructure and Community Services to provide a report back in Q2 on the following:

- An update on all active development applications by application type and application status inclusive of backlogged files and estimated timelines for completion
- Similar to the Site Engineering report in Jan 2023, present options and recommendations to address the immediate resource needs related to other key functional areas within the development application approval process, including but not limited to Transportation Planning, Planning Implementation and Forestry. The report should also address the known and anticipated impacts on development application processing of new Provincial legislation Bill 109, proposed Bill 23 and any other Provincial legislation changes that may be proposed in the intervening time.

5. Confidential Items:

Confidential reports may require a closed meeting in accordance with the Municipal Act, 2001. Meeting attendees may be required to leave during the discussion.

6. Procedural Motions:

- 7. Information Items:
- 8. Staff Remarks:
- 9. Committee Remarks:
- 10. Adjournment:



SUBJECT: Bateman High School Adaptive Re-use Project

TO: Environment, Infrastructure & Community Services

Cttee. FROM: Environment, Infrastructure and Community Services

Report Number: EICS-20-22

Wards Affected: 5

File Numbers: 175-01

Date to Committee: December 8, 2022

Date to Council: December 13, 2022

Recommendation:

1. Approve the overall proposed Phase 1 facility design/development program budget for the adaptive reuse of the Robert Bateman High School inclusive of the following major elements and gross cost estimates based on Class B design estimates:

Base Building	
Phase 1 Base Building Construction	\$41,700,000
Design and Engineering/Other Soft Costs	\$15,000,000
Total Base Building Construction Cost	\$56,700,000
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Optional Enhanced Energy Incentives (subject to confirmation of Senior Government funding application)	\$10,800,000
Total Gross Construction Estimated Cost	\$72,750,000

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2. Approve the proposed Capital Financing Plan for the adaptive reuse of the Robert Bateman High School inclusive of the following:

Proposed Net Capital Financing	
Tenant Direct 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	\$45,900,000
Senior Government Funding (subject to confirmation by Senior Government)	\$4,000,000
Total Proposed Capital Financing	\$72,750,000

- 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; and
- 4. Direct the Executive Director of Environment Infrastructure and Community Services to report back in Q2 2023 on the process, timelines and estimated capital and operating costs related the Phase 2 facility development inclusive of the new City Community Center and other future community partner uses, the process for naming and branding inclusive of sponsorship opportunities of the new facility; and
- 5. Direct the City Manager and the Chief Financial Officer to report back in Q2-2023 with an update on the Multi-year Community Investment Plan (MCIP) inclusive of the capital costs, financing and estimated timelines for Phase 1 of this project, and consideration of a future Phase 2.

PURPOSE:

The purpose of this report is to present the results of the design developed by Architects Tillman Ruth Robinson and the November 2022 Class B Cost Estimate, prepared by a third-party Quantity Surveyor. It is also to recommend proceeding with the prequalification of a general contractor, and a multi-year capital financing plan for the adaptive reuse of Robert Bateman High School which will support the construction and re-opening of this major new community hub in Q3 2024.

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:

Strategy/process

As Council is aware in June 2021, the Halton District School Board (HDSB) in keeping with O. Reg 444/98, declared the Robert Bateman high School site as surplus to the school boards future needs. In keeping with Council's direction to pursue the property acquisition of Robert Bateman High School (as per the June 24, 2021, media release), staff have utilized a portion of the approved 2021/2022 Burlington Lands Partnership (BLP) funding to undertake preliminary due diligence under guidance of a joint City/Brock project management structure.

In July 2021, the City and Brock University ("the partner") jointly procured Colliers Project Leaders to complete the preliminary Phase 1 due diligence for the project. In February 2022, the City retained Colliers to assist with Phase 2, including business plan refinement, advice on the probable partner costs, and to assist Realty Services with due diligence matters related to land acquisition.

At a special meeting of Council held on February 3, 2022, Burlington City Council endorsed next steps to advance the potential acquisition of the Robert Bateman High School site from the Halton District School Board. EICS-20-21 report received endorsement from Committee to allow EICS to proceed with the Architectural and Engineering services to complete the detailed design to an upset limit of \$3.0 million from the capital purposes reserve fund for the proposed adaptive reuse of the Robert Bateman High School building to a community hub. The RFP for professional services was awarded to Architects Tillman Ruth Robinson on February 22, 2022.

In 2022, the City of Burlington submitted the Bateman High School Adaptive Re-use Project for funding through the Federal government's Low Carbon Economy Challenge Fund. At the time of writing this report, we are still awaiting confirmation on whether the City has been successful in its funding application. Staff expect to hear back before the end of 2022.

On October 2, 2022, the City completed a purchase and land exchange transaction with HDSB, transferring ownership of the Robert Bateman High School site to the City of Burlington.

Design

With sustainability and community-building in mind, the City of Burlington is repurposing the existing Robert Bateman High School into a City-owned multi-purpose community-focused asset that will align with the City's objective of being net-zero carbon by 2040.

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The reuse and conversion of the former secondary school will be completed via interior renovations, façade enhancements and minor site plan modifications as part of Phase 1.

The existing building is a two-storey, 212,270 SF, brick-clad structure that was constructed in 1969, with additions completed in 1973 and 2003. The east side of the building contains community space and the Burlington Centennial Pool, which was recently renovated and will remain unchanged, and accessible to the community throughout the renovation of the former secondary school.

This is a multi-phase project, which will see extensive capital upgrades to implement net-zero carbon technologies, as well as providing shell space that will support future tenants on both the first and second floors.

Design features include:

- New front entrance, open collaborative corridors and seating connecting the front to the rear of the facility.
- New central staircase and elevator
- Meeting room spaces
- Refreshed gymnasium
- Library programs
- TechPlace Office spaces
- Halton District School Board adult program classrooms and administration spaces
- Brock University educational classrooms and administration spaces.

The project will draw-in visitors and engage the community by bringing together the community and other partner tenants within one space, capturing synergies between each group. Phase 1 will provide public access to Library and common spaces, washrooms, triple gym, existing changerooms, and the existing pool. Phase 1 will set the framework and building infrastructure for Phase 2.

Refer to the following exhibits:

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Exhibit 1 – New exterior entrance Render



Exhibit 2 – New Interior Entrance and Lobby Area



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Exhibit 3 – Lobby and new stairway to Brock University Campus area



Project Structure

Subject to Council approval to proceed, this project is currently scheduled to be constructed in two phases as follows:

Phase 1:

- Detailed design to renovate Robert Bateman and to accommodate the following tenants:
 - 1. Brock University (36,700sf)
 - 2. Burlington Public Library (13,820sf)
 - 3. TechPlace (4,930sf)
 - 4. Halton District School Board (26,850sf)
 - 5. City of Burlington Operations & Recreation & Community Culture programs involving the Triple gymnasium and amenities
- Upgrades to the base building systems, common spaces, and the main entrance.
- Site and parking adjustments to meet tenant and zoning requirements.

Items **not** Included in Phase 1:

- Upgraded site amenities (i.e. sports fields), or indoor space fit up related to future City community center programs (excluding the gyms).
- Upgrades to the existing facility changerooms.

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Phase 1 Project Schedule

Construction schedule has the following milestones:

Prequalify Contractor January 2023
 Site Plan Approval February 2023
 Building Permit Approval April 2023

Tender contractor
 February to March 2023 - Contingent on Bldg.

Permit Approval

Mobilization construction April 2023Brock Handover (for their fit-up) May 2024

• Total completion of Phase 1 September 2024 (all Tenant spaces)

Phase 1 is targeted to be completed by September 2024 at which time all above noted tenants will be operating within the renovated facility. Phase 2 timing will be dependent on community consultation and design work. Staff will report back to Council on the community engagement process as well as the future estimated capital costs and funding options for Phase 2. Upgrades to Centennial Pool are not included in either phase since it was recently renovated, as mentioned above.

Appendix A provides a capital costing summary including recommended energy reduction measures for updated costing for the completion of Phase 1. The estimate provided in Appendix A were completed in November 2022 and are subject to finalization during the completion of Class A estimate which will be prepared prior to construction tender. The following provides high level context with respect to pertinent segments in the Capital Cost Summary of Appendix A.

Staff recommend completing the following recommended building upgrades related to energy and accessibility initiatives that are estimated at \$1,200,000 as part of the base build construction cost:

- Gym Refresh floor/walls
- All Washrooms
- Solar PV Rough-in only

In keeping with the City's Climate Action Plan and in order to meet the carbon reduction strategies, Staff recommend that Phase 1 include expanded building systems and the additional upgrades under "Recommended Energy Conservation Inclusions". If these items are not completed in Phase 1, then it will not be possible to integrate them post occupancy without a significant financial impact, as well as significant disruption to building tenants and the provision of service.

The following "Recommended Energy Reduction Measures" are estimated at \$5,250,000.

- Add second chiller/ Boiler Decarbonization
- Increased envelope insulation

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Further "Enhanced Energy Conservation Features" are also being proposed for inclusion however, they are contingent on approval of a submitted senior government grant application. These facility enhancements are optional for phase 1, meaning they could take place at a later date, and are estimated at \$10,800,000. Should this application be successful the city will receive \$4 million towards these works.

- Geothermal heating and cooling system
- High performance roof and insulation replacement of the entire facility

Phase 2:

The City will develop three (3) masterplan concept options (for Phase 2) for the overall site amenities that can be accommodated within zoning requirements. The City will also outline future City of Burlington community center programs and other community partner space that will be informed by extensive public consultation. Public engagement is expected to be carried out for phase 2 work in Q2 of 2023. These future spaces will not be constructed under the current project or funding for Phase 1.

Options considered

Staff have explored phasing the construction through construction management however due to tight project timelines, and continued challenges with industry pricing, a lump sum approach has been selected. A Class B estimate has been recently completed in November 2022 and a Class A will be completed closer to tender.

The Class B estimate carries a 10% contingency, and a 6% escalation from now until the end of March 2023. Escalation is tied to a scheduled tender process and Council approval in March. If this process is delayed, the costs could be impacted.

Staff have considered phasing the construction of the Burlington Public Library and TechPlace but do not recommend this approach, given the level of building envelope and infrastructure construction that would still be expected to be carried out under phase 1.

Costing Considerations

As Council is aware, most recently with the new Skyway Community Center tender, the City along with other municipalities are experiencing significantly, increased building construction costs of 20-30% in 2021 and 2022 due to global supply chain issues and extreme labour shortages during the COVID pandemic. These challenges are still being experienced in the construction market.

Staff reviewed various approaches for redeveloping the site. Re-using the existing building offered several benefits:

- Reduced waste to landfills.
- Maintain use of part of the facility for the HDSB

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Work towards Brock University Occupancy by September 2024.

The following are some comparable projects and their budgets:

- East Gwillimbury HALP Community Centre August 2022 Tender \$76.5M.

 HALP is an 85,000 SF Facility consisting of an aquatic centre, Library, gymnasium walking track and other community programs.
- Town of Oakville North Park Community Centre (and Park) is currently being developed over multiple phases and consists of 65,000 SF of community centre space (that includes an aquatic centre, gymnasium, fitness centre, walking track, multi-purpose rooms, tennis courts and more) and 18,000 SF of Library. The project cost is estimated at \$106.1M
- City of Cambridge is seeking to build a new Recreation Complex that consists
 of 125,781 SF of aquatic, gymnasium and Library space which is estimated to cost
 \$101M.
- Related to the Oakville and Cambridge new community center projects, Committee will note that both projects are estimated in excess of \$100 Million and are "new builds" with significantly less gross floor area than the 213,000 sq. ft. encompassed in the full Phase 1 renovation. With the future design and construction of Phase 2, we estimate the combined capital cost for this project will also in the range of +/-\$100 million. This major community investment it no question significant however in so doing, the useful life of the facility will be extended by another 50+ years as a city owned and operated community hub. This major investment aligns with our long-term City Building and strategies and overall represents good value to the taxpayer.

Financial Matters:

Phase 1 as identified above, will design and retrofit the Bateman site for occupancy of the following tenants:

- Brock University
- Burlington Public Library
- TechPlace
- Halton District School Board
- City of Burlington Operations & Recreation and Community Culture programs involving the Triple gymnasium and amenities

To meet the Phase 1 construction timelines and have the facility ready for occupancy by tenants in September 2024, staff are seeking budget approval for the upset estimated capital construction cost of \$72.75 million related to phase 1 retrofit of the above spaces. City Council has previously approved \$3 million in funding (Capital Purposes Reserve Fund) towards design and preparing the project for tender.

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As referenced earlier in the report, the total Phase 1 cost based on staff's recommendation is as follows:

Table 1: Total Phase 1 Construction Cost

Base Building	
Phase 1 Base Building Construction	\$41,700,000
Design and Engineering/Other Soft Costs	\$15,000,000
Total Base Building Construction Cost	\$56,700,000
Recommended Energy Reduction Initiatives	\$5,250,000
Total Recommended Base Building	61,950,000
Optional Enhanced Energy Incentives (subject to confirmation of Senior Government funding application)	\$10,800,000
Total Gross Construction Estimated Cost	\$72,750,000

Total Financial Impact

The total budget for Phase 1 is anticipated to be \$72.75 million, provided the City's application for senior government funding is successful and Council supports proceeding with the optional energy conservation investment of \$10.8 million. The recommended capital financing plan is shown below:

Table 2: Phase 1 Budget - Proposed Capital Financing

Proposed Capital Financing	
Tenant Capital Contributions (Cash)	\$7,100,000
Non-Tax Supported Debt Financing	
Tenant recovery	\$11,750,000
Special Circumstance Debt (SCD)	\$4,000,000
Financing	
Tax Supported Debt Financing	\$45,900,000
Senior Government Funding	\$4,000,000
Total Proposed Financing	\$72,750,000

Tenant Recoveries

<u>Capital Contributions:</u> Staff are in final negotiations of the lease agreements with Brock University and other tenants; Halton District School Board, Library, and TechPlace. Based on preliminary estimates, Staff anticipate a total cumulative one-time cash contribution towards Phase 1 construction of approximately \$7.1 million. At this time,

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the financial components of the agreements contain provisions that cannot be confirmed until design is finalized, and construction is substantially complete.

Non-Tax Supported Debt Financing: Furthermore, as part of the lease agreements, the City will be collecting annual rent for 20 years from each of the tenants for their respective occupied spaces. The City will be using the annual rent from occupants to offset the annual non-tax supported debt financing costs of retrofitting the facility.

Considering, the present value of future cash flows with respect to rent recovery, the City will issue non-tax supported debt financing of \$11.75 million over 15 years. As mentioned above, some lease agreements have not yet been finalized and as such the report will not disclose any specific estimated amounts as they relate to any specific tenants. It is important to note, these are best estimates at this time, and therefore subject to change.

Special Circumstances Debt Financing

The city currently holds a promissory note of \$47.9 million with Burlington Hydro. The current rate on the note is 2.85%, providing the City with an annual revenue contribution of \$1.36 million. The interest the city receives on the note plus annual dividends provides a steady stream of annual income, which benefits the City's capital and operating budget. The Hydro reserve fund is most heavily relied on for the repayment of the City's special circumstances debt which has funded significant large scale new and revitalization projects. The reserve fund also provides dedicated funding to the City's asset management program. Based on an assessment of the Hydro cash flow staff feel that it is prudent to allocate Special Circumstances debt of \$4 million towards the Bateman Renovation project.

Tax Supported Debt Financing

As per the above table, tax supported debt financing amounts to \$45.9 million for the project. The annual debt repayment is approximately \$4.4 million annually over 15 years, based on an estimated interest rate of 5%. Annual tax supported debt repayment results in a city tax rate impact of 2.3%. Staff will update the multi-year simulation to reflect this impact and consider debt phasing strategies with respect to this project to minimize the debt impact in any one year. It is important to note, this future impact is estimated based on information known and assumed at this time, significant drivers that will impact the above financing plan include final tender results, final lease agreements, timelines, approval of senior government grants and interest rate environment.

Debt Limit: The recommended capital financing strategy for this major community investment, results in the city exceeding the debt limit for two years (projected at 13.6%and 13.0%).

Whenever possible, it is important that the Council approved debt limit of 12.5% is

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maintained. However, the City's debt policy reflects parameters for temporary overage in the City's debt capacity for unique long-term funding commitments up to a maximum of 2.5%. This overage is coupled with a maximum time period (3 years) to ensure that future operating budgets are not constrained and there is not undue pressure on the tax base. Based on the projected impact to debt limit over the next two years, it is strongly recommended that no further debt approvals for the remainder of 2022, or 2023 be undertaken beyond what is currently allocated to the ten-year capital program. Staff diligently monitor debt capacity and will evaluate the City's debt position based on the interest rate environment and year-end net revenues and will report through the quarterly financial status report of any changes to the above projections.

The Provincial government recently released Bill 23, *More Homes, Built Faster Act*. The proposed legislation if passed will significantly reduce revenue collection from development charges, park dedication and community benefits charges. This will impact the City's ability to provide for growth-related capital infrastructure in a timely manner and reduce the growth-related funding envelope resulting in increased pressure on the tax base, and debt financing in order to complete these projects. A reliance on debt financing for these projects will further impact the City's debt limit going forward.

Senior Government Funding: Staff submitted an application to the Low Carbon Economy Challenge Fund earlier this year. The application was made for \$10.8 million to complete works related to enhanced carbon reduction measures. The financing plan assumes the City is successful in its grant application and would recover \$4 million. In the case the application is not successful, the financing plan would need to be revised in which the recovery from the grant is removed (\$4 million), along with the costs associated with the enhanced energy incentives under which the application was made (\$10.8 million). The total cost of project would be revised to \$61.95 million, and the tax supported debt financing would be adjusted to \$39.1 million, as per Table 3. This would result in an annual tax supported debt payment of \$3.8 million, and a tax rate impact of 2.0%. This change would still result in the City exceeding its debt capacity, however, within the temporary overage parameters as defined above.

Staff will report back to Council in 2023 on the status of the grant application and will note changes to the financing plan if any as a result of the final decision.

Table 3: Phase 1 Budget, Without Senior Government Funding.

	Proposed	Without Senior Government Funding
Total Phase 1 Construction Budget	\$72,750,000	\$61,950,000
Tenant Capital Contributions (Cash)	\$7,100,000	\$7,100,000
Non-Tax Supported Debt Financing		
Tenant recovery	\$11,750,000	\$11,750,000
Special Circumstance Debt (SCD) Financing	\$4,000,000	\$4,000,000
Tax Supported Debt Financing	\$45,900,000	\$39,100,000
Senior Government Funding	\$4,000,000	\$0
Total Proposed Financing	\$72,750,000	\$61,950,000

Asset Management: As part of the City's 2021 asset management plan, the City's portfolio of assets is valued at \$5.2 billion. The acquisition of Bateman is a new asset to the City of Burlington. Phase 1 will increase the replacement value of the City's asset inventory, by approximately \$72.75 million, thereby increasing the overall annual need. Using an industry average reinvestment rate for facilities of approximately 1.7% the estimated annual capital needs to maintain this building in a state of good repair, will be approximately \$1.2 million. Keeping in mind, that after debt repayment on the facility is complete, annual tenant revenue and operating cost and maintenance recovery in the leases, will assist in supporting capital renewal of the facility.

Phase 2: Subject to further design and community consultation timelines, cost for phase 2 construction of a City community centre is not yet determined. The range for phase 2 is tentatively estimated at \$15 to \$20 million. If debt financing is considered as a funding option for phase 2, staff will need to consider available debt capacity within the City's debt policy limits. Staff will look to maximize all capital funding opportunities in addition to debt for phase 2. In total, Phases 1 and 2 combined will result in the investment of approximately \$100 Million in the adaptive re-use of the Robert Bateman High School into a new City-owned community hub.

Multi Year Community Investment Plan: Staff provided Council in April 2022, a multi year community investment plan providing a high level look at preliminary community investments over the next few years. At that time an estimate of the redevelopment costs of Bateman were included in the outlook provided to Council in the absence of detail costing and design. Staff will be reporting back on the multi-year community investment plan in 2023 and will include updated costing as it relates to phase 1 and

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phase 2 of the redevelopment when developing a revised outlook of costs.

Overall, the Bateman retrofit project represents a significant capital investment by the City to reconstruct to modern building standards, and own/operate a multi-faceted new community hub, coupled with a significant partnership with Brock University. The investment is sizeable and as outlined above requires a financing strategy that maximizes the use of funding tools at the City's disposable, inclusive of sponsorship opportunities, as well as ensuring our partners provide contribution to the space in which they will provide service to Burlington. After 15 years, when the debt on the facility is fully repaid (15 years), the tenant revenue will be repurposed towards capital renewal and upgrades to the facility as determined by the City's asset management practices.

Other Resource Impacts

Operating Costs: Initial projections for annual operating costs for the facility are difficult to confirm in advance of completing design and construction, as more efficient modern systems are added to the facility. For estimating purposes only, staff has used a rate of \$8.50 per square foot annually which would equate to \$1.8 million annual operating cost, approximately 50% of this cost will be recovered from tenants. For the 2023 budget, the City will be including additional utility, and ground maintenance costs of \$351,200 related to the acquisition of the property. Additional net operating costs for phase 1 and a future phase 2 will be incremental to the 2023 budget and will be included in future budgets. An Operational study will be done in 2023 when the full understanding of the design is complete, and building and operational requirements are determined for the needs of the building.

Climate Implications

The decarbonization strategy for the facility will take place over several phases and projects however only the first two steps of the decarbonization process are included in the two options presented in this report.

In order to compare the reduction strategies, the design team has created a "baseline" case for the building to give an example of energy use and GHG emissions for a facility with like for like replacement of equipment to today's standard and not include upgrades to the envelope.

The baseline energy use and emissions for the facility are as follows:

Baseline Scenario		
	Energy Use	GHG Emissions
	(ekWh/year)	(kg CO2e/year)
Electricity Usage	1,781,000	53,430

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Natural Gas Usage	2,500,000	452,145
Total	4,281,000	505,575

The 'Recommended Energy Reduction Measures' as described in the sections above includes the following carbon reduction related measures.

- Upgrade the existing envelope, including additional insulation for walls and replacement of windows.
- Replacement of air handling units and terminal units throughout the building that will utilize ultra-low temperature heating water. Including piping and pumps where required.
- Energy Recovery, demand-controlled ventilation, and other energy efficiency improvements to HVAC systems.
- Addition of heat recovery chiller plant which are capable of heat pump operation to suit future geothermal system.
- A 17% reduction in overall energy use and a 32% reduction in GHG emissions from the baseline.

The reductions achieved through the above measures for the 'Recommended Energy Reduction' scenario are shown below:

Energy Use and GHG Emissions for 'Recommended Energy		
Reduction Measures'		
	Energy Use	GHG Emissions
	(ekWh/year)	(kg CO2e/year)
Electricity Usage	1,960,000	58,800
Natural Gas Usage	1,583,000	286,298
Total	3,543,000	345,098

The 'Optional Enhanced Energy Incentives' as described in the sections above includes the following carbon reduction related items:

- All items mentioned above in the Baseline Scenario
- Phase 1 of the geothermal borefield sized to meet the cooling demand for the building and approximately 75% of the heating demand.
- Roof Insulation Upgrades from R10 to R35.
- A 40% reduction in overall energy use and a 70% reduction in GHG emissions from the baseline.

The reductions achieved through the above measures as per the Optional Enhanced Energy Incentives are shown below.

Energy Use and GHG Emissions for 'Optional Enhanced Energy		
<u>Incentives'</u>		
	Energy Use	GHG Emissions
	(ekWh/year)	(kg CO2e/year)
Electricity Usage	2,098,000	62,940

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Natural Gas Usage	485,000	87,716
Total	2,583,000	150,656

Future phases to the decarbonization of the site include a second phase to the geothermal borefield along with additional heat pump chillers as well as a solar PV array.

Engagement Matters:

Detailed engagement has occurred with key stakeholders and partners. As part of the scope of work to be completed by the Prime Architect, a public engagement plan will be developed and delivered in the future as a fundamental component of the environmental, design, and architectural and engineering services for Phase 2.

Conclusion:

This report provides an update and staff approach to continuing the redevelopment and execution of the phased adaptive reuse of the Robert Bateman High School site.

The City will continue to seek senior government funding opportunities for this project.

Staff feel that this project is well positioned to provide increased economic prosperity and support community growth while supporting sustainable infrastructure. The proposed community hub design incorporates improved accessibility and inclusivity to align with the needs of our community. The recommendation out forward shows the City is committed to our net-zero carbon target of 2040 and is both a leader in the community and among municipalities.

Respectfully submitted,

Ken Pirhonen, Manager of Facility Assets, EICS

Leesha Bak, Project Manager, EICS

Reena Bajwa, Co-ordinator of Financial Strategies and Business Consulting, ext. 7896

Appendices:

A. Class B Costing Summary

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.

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Appendix A – Class B Costing Summary (Total Project)

SCOPE	Nov 2022 - Class B
Brock U	✓
BPL	✓
TechPlace	✓
HDSB	✓
Base Building Mechanical & Electrical	✓ (Enhanced)
Entrance	✓ (Enhanced)
Site Works	√ (Enhanced/Parking)
Estimate (Construction Only)	\$40,500,000

Recommended Upgrades to Base Building

Gym Refresh - floor/walls	✓
All Washrooms	✓
Solar PV Rough-in only	✓
Estimate (Construction Only)	\$1,200,000
Estimate (SUBTOTAL)	\$41,700,000

SOFT COSTS	\$15,000,000
Estimate (TOTAL Base Building Project)	\$56,700,000

'Recommended Energy Reduction Measures'

Add second chiller/ Boiler Carbonization	√ (Recommend doing in P1)
Increased envelope insulation	✓ (Recommend doing in P1)
Estimate (Construction Only)	\$5,250,000
Estimate (TOTAL Project)	\$61,950,000

'Optional Enhanced Energy Incentives' (subject to Senior Government funding application)

Geothermal	✓ Do in P1 IF Grant Incentive approved
Re-roof	✓ Do in P1 IF Grant Incentive approved
Estimate (Construction Only)	\$10,800,000
Estimate (TOTAL Project)	\$72,750,000



Agenda

- 1. Project Description
 - Consultation Process
 - Neighbourhood Context
 - Phase 1
 - Renders
- 2. Net Zero GHG Emissions Roadmap
- 3. Budget & Schedule Summary
- 4. Finance
- 5. Site Plan and Parking
- 6. Questions



Stakeholder Consultation

Brock University

- Faculty of Education
- Library and Media Services
- Instructional Resource Centre
- Infrastructure and Information Technology Services
- Space Management and Planning
- Student Wellness and Accessibility
- Faculty of Social Sciences, Graduate Studies and Research
- Technology Enabled Learning
- Facilities Management

Burlington Public Library

TechPlace

Halton District School Board

- Capital Projects
- Facility Services
- Planning

Conservation Halton

Halton Region

Burlington Economic Development Corporation

The City of Burlington

- Facility Assets
- Corporate Energy and Emissions
- Parks and Recreation
- Recreation Services
- Recreation and Community Culture
- Community Development
- Business Services
- Operations and Special Projects
- Information Security
- Business Analyst
- Network Analyst
- Audio Visual Specialist
- Corporate Strategic Initiatives
- Facility Operations
- Transportation Services
- Zoning Department
- Chief Building Official / Building Department



Project Description

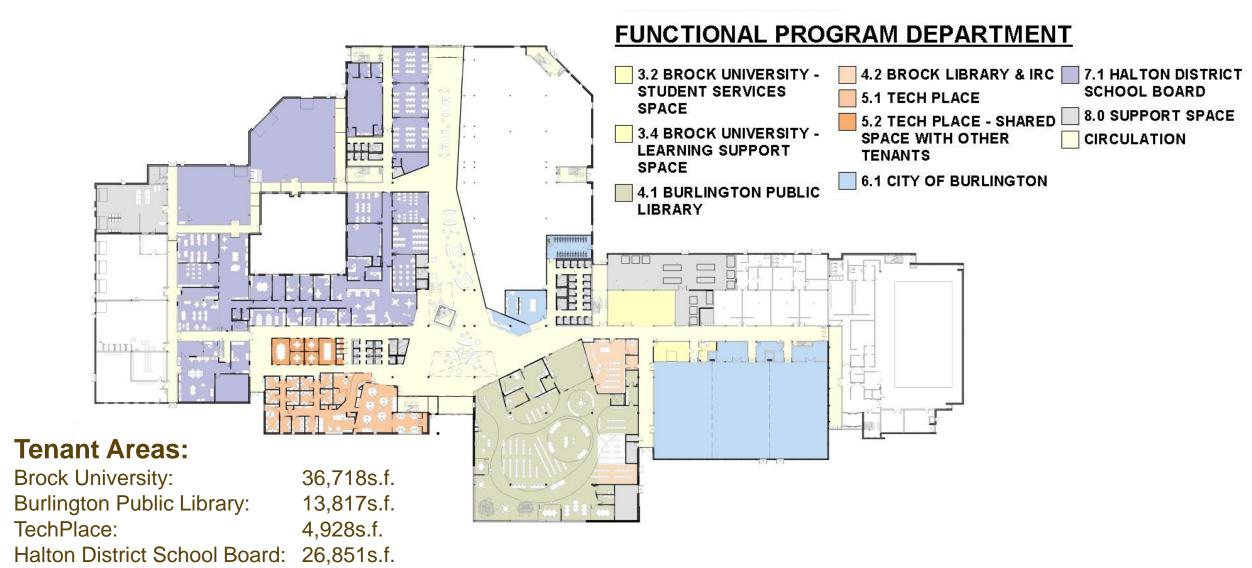
- Better connecting the interior spaces with the exterior, improving access to day-light and the wellbeing of the building's occupants.
- Creating new and open spaces
 of overlap and
 collaboration, that supports
 synergies between each
 tenant by creating dynamic public
 space shared by
 each.
- Welcoming everyone through intuitive wayfinding and universal design strategies.
- Designing infrastructure that will support a phased approach of meeting the City's net-zero carbon goal by 2040





Ground Floor Plan





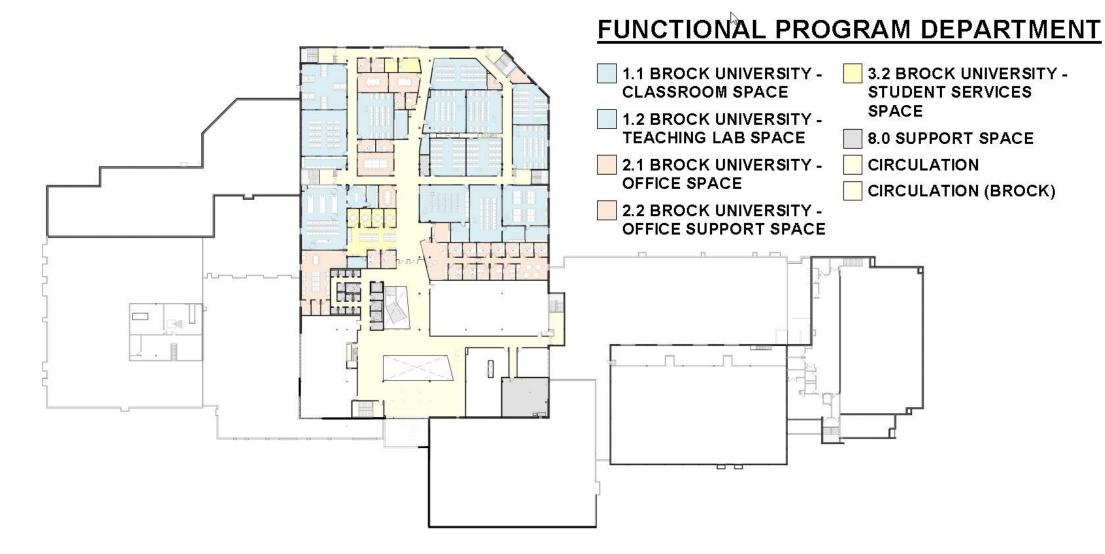


City of Burlington:

2,310s.f.

PHASE 1

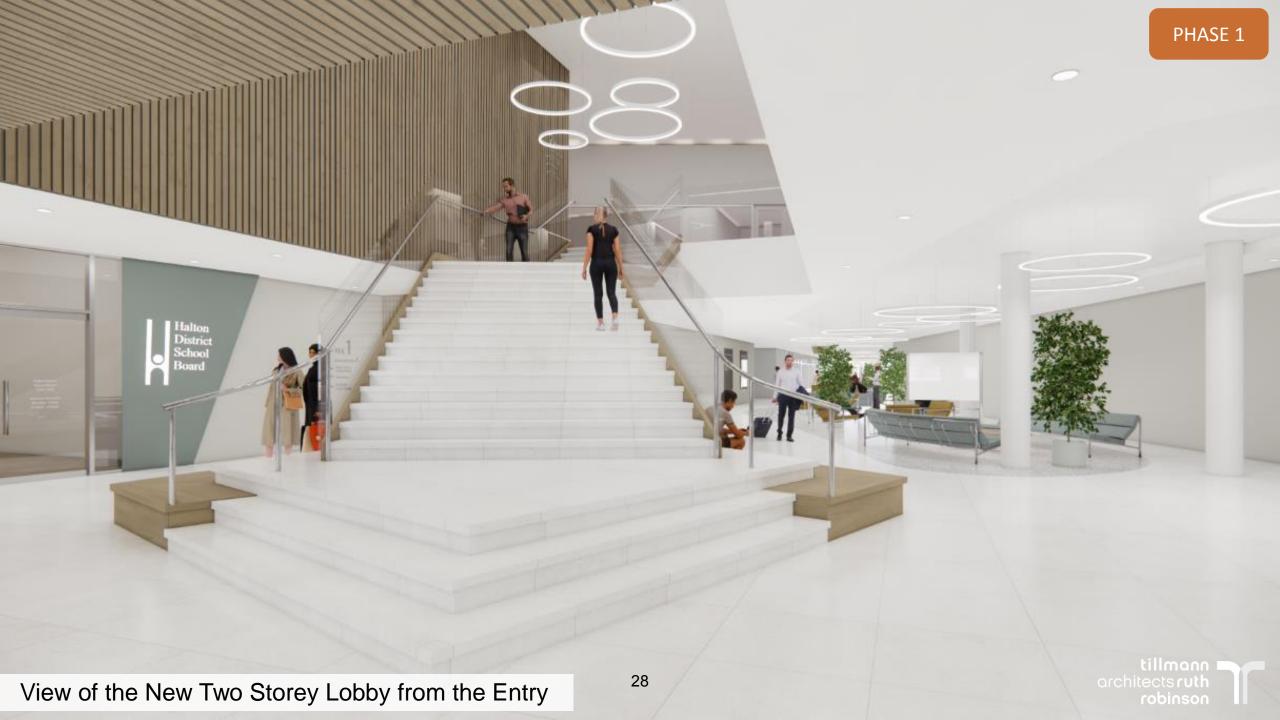
Second Floor Plan

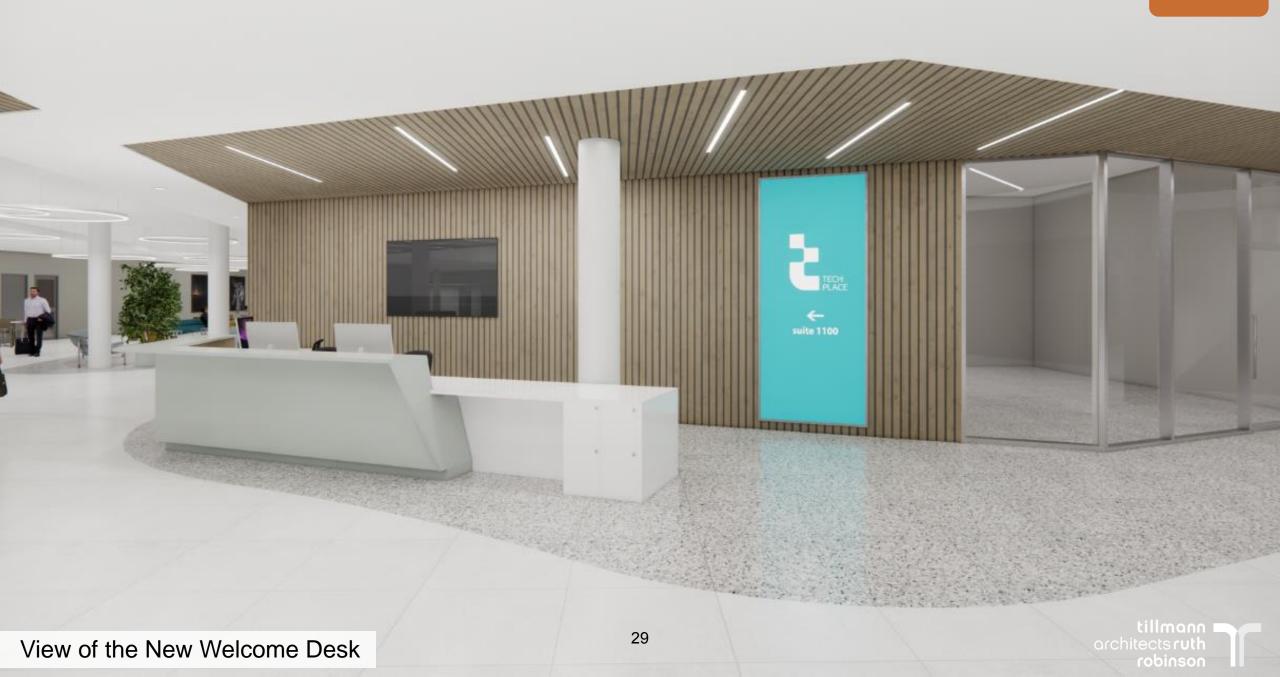


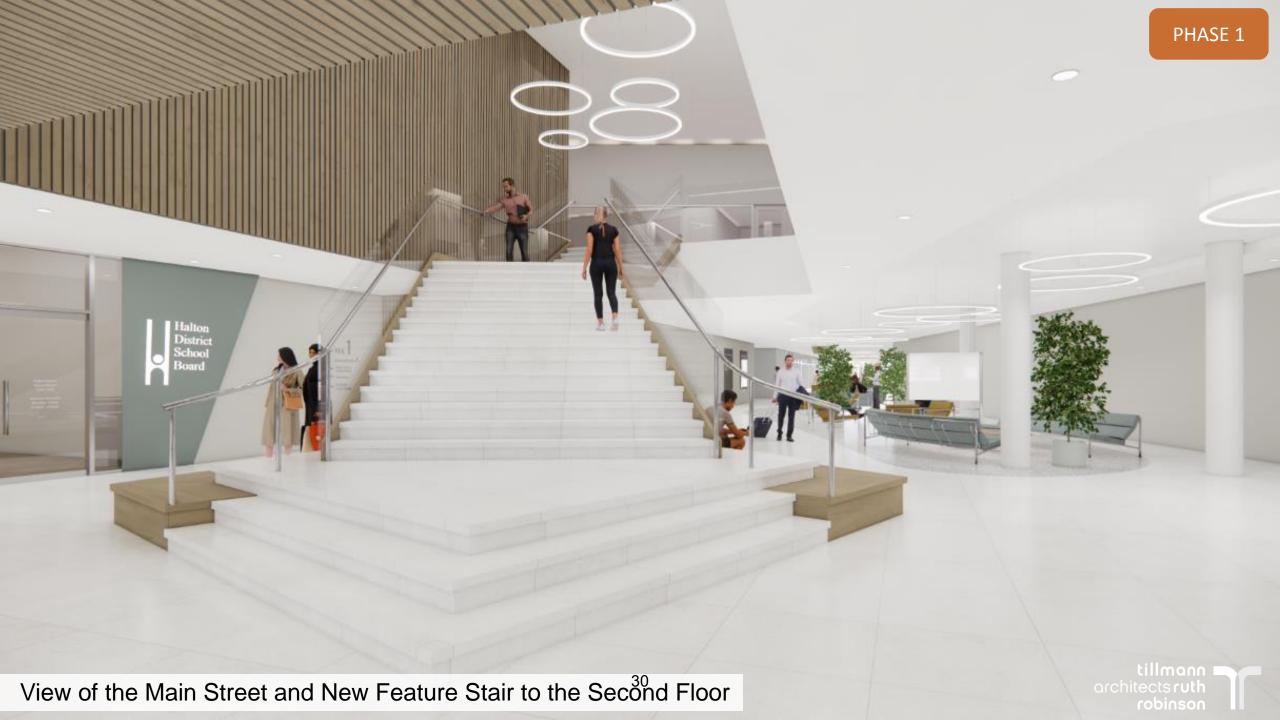


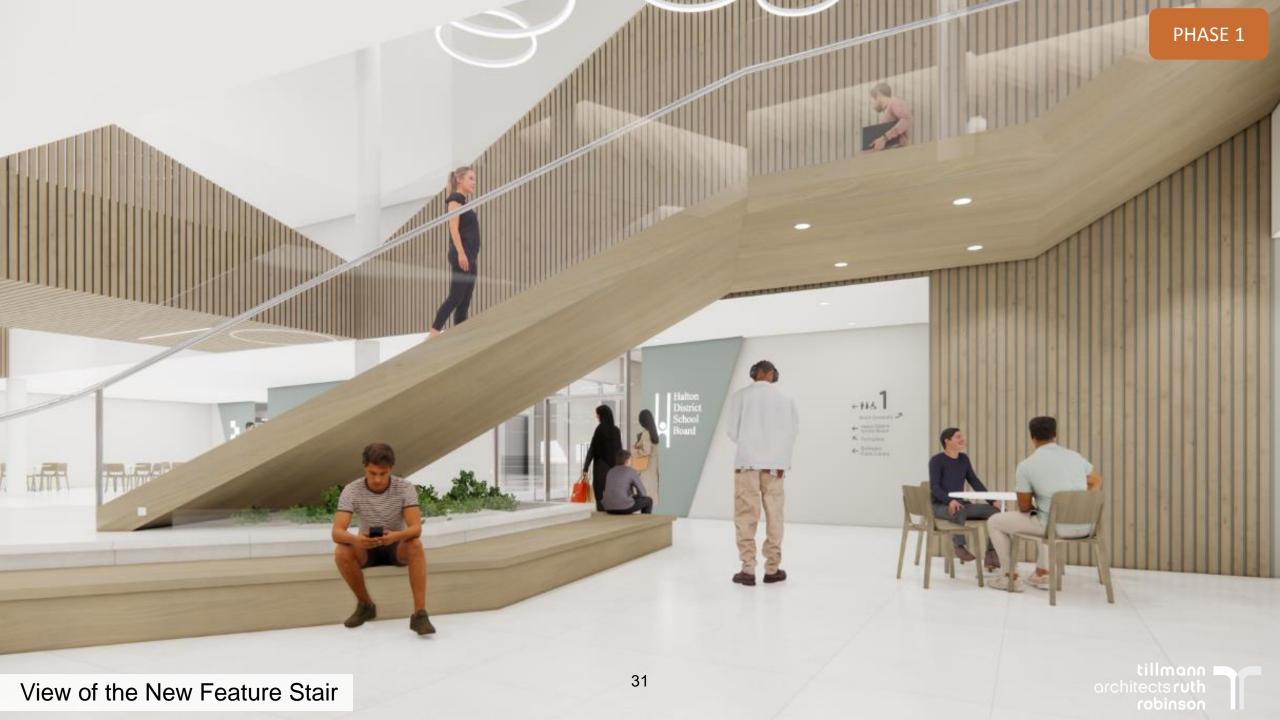


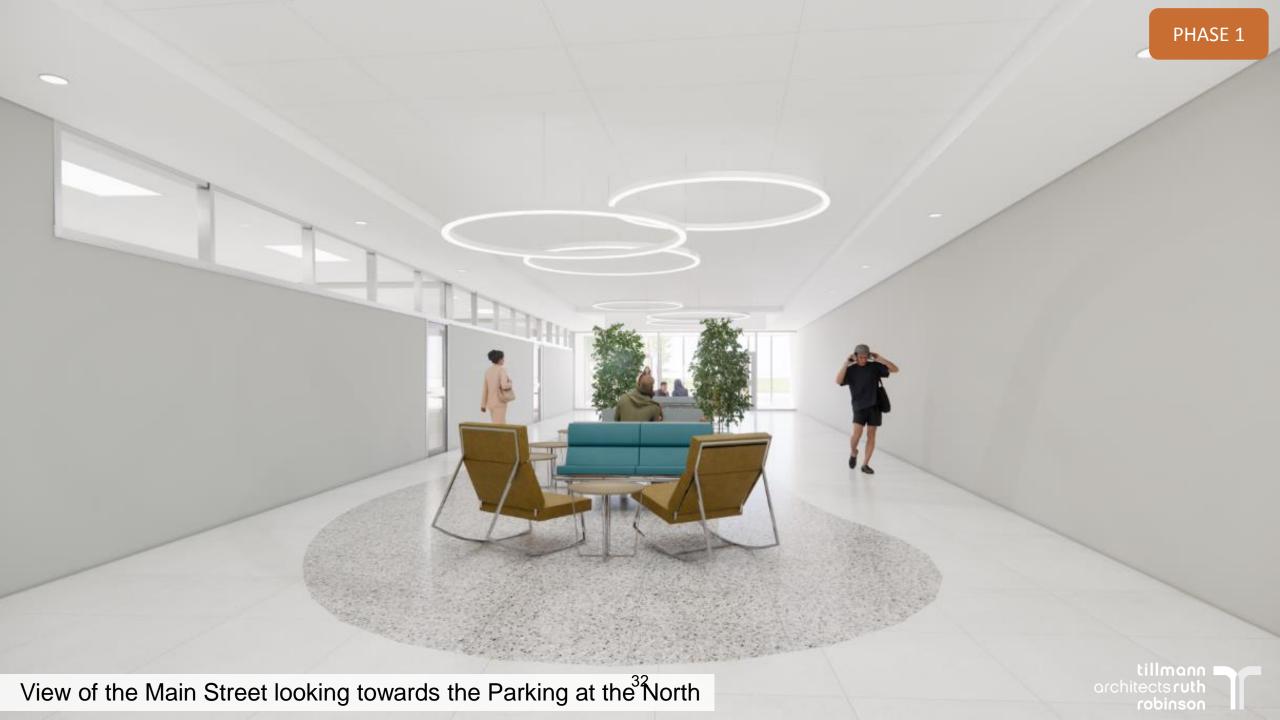






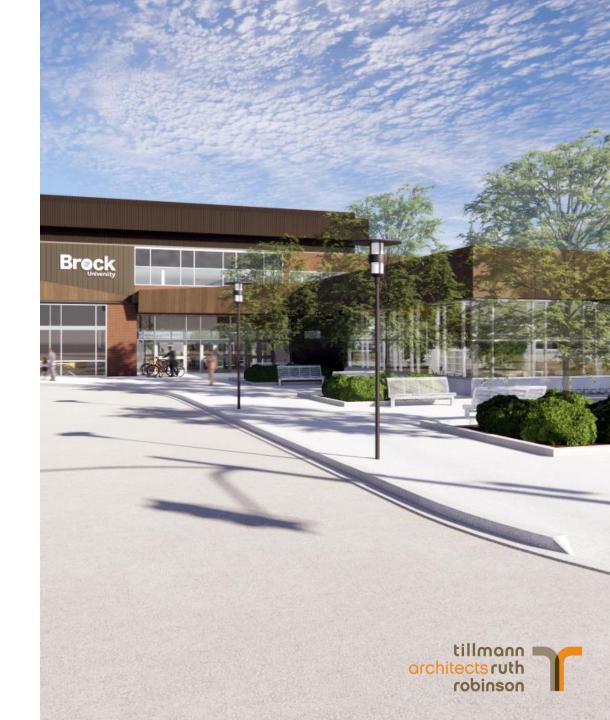






Five Steps Net Zero GHG Emissions

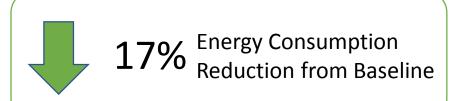
- 1. First Step of System Upgrades
- 2. Second Step of System Upgrades
- 3. Third step of System Upgrades
- 4. Onsite Renewable Energy
- 5. Purchased GHG Offsets



First Step of System Upgrades

The "Step 1 Scenario" models upgrades to certain building systems. The key performance assumptions for this scenario are as follows:

- Improved Wall R-Value = from R6 to R-25
- Improved Window Assembly Performance Reduced Building Envelope Air Leakage Improved Air-Side Heat Recovery Effectiveness = 70% on all ventilation air (except gyms)
- Addition of chiller plant (capable of heat pump operation)
 Replacement of air handling units, terminal units,
 distribution system piping, and pumps.



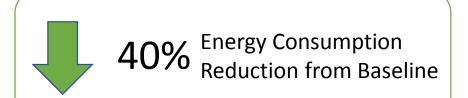




Second Step of System Upgrades

The "Step 2 Scenario" models upgrades to additional building systems. The key performance assumptions for this scenario are as follows:

- Improved Roof R-Value = R-35 [h-ft2-F/Btu] effective
- Installation of the first portion of the Ground Source Heat Pump (GSHP) Ground Heat Exchanger (GHX) designed to work with Step 1 chiller / heat pump plant and sized to meet 100% of annual cooling / heat rejection loads and 75% of annual heating loads (note: existing boilers to provide supplemental heating during the Winter)



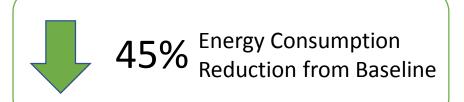




Third Step of System Upgrades

The "Step 3 Scenario" models upgrades to additional building systems. The key performance assumptions for this scenario are as follows:

- Addition of two more chillers (capable of heat pump operation)
- Installation of the second portion of Ground Source Heat Pump (GSHP) Ground Heat Exchanger (GHX) sized to meet 100% of annual heating loads





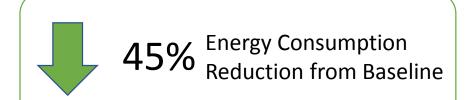


Fourth Step - Onsite Renewable Energy

After Steps 1, 2, and 3 have been fully implemented:

- the annual energy use of the building should be reduced by over 45%
- the operational GHG emissions should be reduced by over 85% relative to the "Baseline Scenario"

Step 4 includes the installation of onsite renewable energy (i.e. a PV system with a nameplate rating of ~1,200 kWp), the annual net operational GHG emissions should be close to zero (for a typical year).





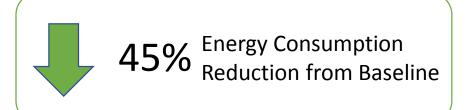


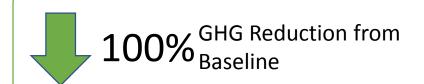
Fifth Step - Purchased GHG Offsets

The final step will be purchasing GHG offsets after each year of building operations.

Any shortfall in balancing the annual operational GHG emissions to zero should then be made up by purchasing third-party GHG emissions offsets.

Only high-quality and rigorously-verified carbon offsets should be used.







Budget & Schedule Summary

Phase 1 Renovations

Budget & Schedule Summary

PROJECT COSTS								
Phase 1 Base Building Construction	\$41,700,000							
Design and Engineering/Other Soft Costs	\$15,000,000							
Total Base Building Construction Cost	\$56,700,000							
Recommended Energy Reduction Initiatives	\$5,250,000							
Total Recommended Base Building	61,950,000							
Optional Enhanced Energy Incentives (subject to confirmation of Senior Government	\$10,800,000							
funding application)								
Total Gross Construction Estimated Cost	\$72,750,000							

			2022		2023												2024								
			Q4		Q1			Q2			Q3			Q4			Q1			Q2			Q3		
Major tasks and Milestones		ОСТ	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP
Design & Construction Documents	Dec. 15. 2021- Jan 13, 2021																								
Submit SPA	Nov. 18, 2023																								
Submit Building Permit	Dec. 21, 2023			•																					
Council Meeting	Dec. 08, 2022			•																					
Issue GC Prequalification	Dec. 15, 2022			+																					
Issue GC Tender	Feb. 14, 2022 - Mar. 14, 2022																								
Receive Building Permit	Mar. 31, 2023						•																		
Mobilization	Apr. 10, 2023							•																	
Completion	Sept. 3, 2024																								*
					·	·																			

Proposed Capital Financing

Phase 1 Renovations

Phase 1: Proposed Capital Financing

Tenant Capital Contributions (Cash)	\$7,100,000
Non-Tax Supported Debt Financing	
Tenant Recovery	\$11,750,000
Special Circumstances Debt (SCD)	\$4,000,000
Tax Supported Debt Financing	\$45,900,000
Senior Government Funding	\$4,000,000
Total Proposed Phase 1 Budget	\$72,750,000

- Estimated construction cost \$72.75 mil
- Prior approved funding \$3 million (design)

Key Funding Sources

Debt Financing

Non-Tax Supported Debt

- Tenant recovery from annual rent (\$11.75M)
- Special circumstances debt (\$4M) funded through Hydro Reserve Fund

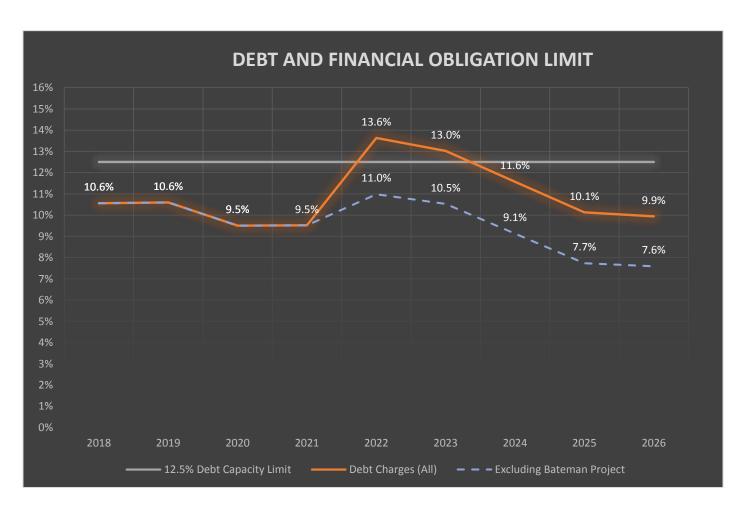
Tax Supported Debt (TSD)

- Annual debt repayment \$4.4 million
- Tax rate impact of 2.3%
- Debt limit increases to 13.6%, within debt policy temporary overage guidelines

Senior Government Funding

- Low Carbon Challenge Economy
 Fund application for \$10.8 million
- If application is successful;
 - Recovery of \$4 million
- If application is **not** successful;
 - Project cost will be revised to \$61.95 million
 - TSD financing will be reduced accordingly, reduced the annual debt payment to \$3.8 million

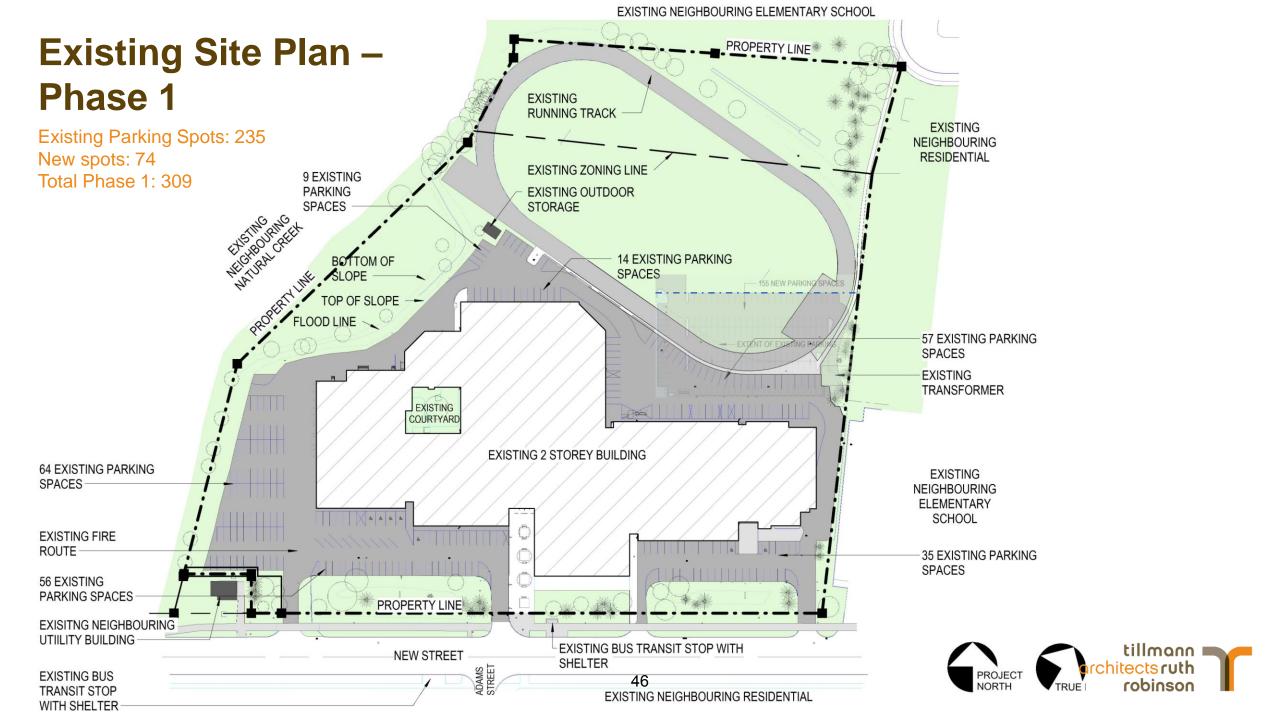
Debt Capacity



- Large capital investments
 - 2022, \$86 million approved
 - Phase 1 Bateman Renovations & Land
 - Skyway
 - Multi-year Community Investment Plan

Site Plan and Parking

Phase 1 Renovations



Next Steps

Next Steps/ Recommendations:

Confirm Site Plan and Parking

Prequalify and Tender Phase 1

Report back to Council with Updates

Carry out Community Engagement for Phase 2 Amenities and Programs

Determine future facility Sponsorship Opportunities

Questions?



Environment, Infrastructure and Community Services Committee

ACCOB written Delegation Dec. 8, 2022

Robert Bateman High School adaptive re-use project

My name is Tim Park and I am the President of the Arts and Culture Council of Burlington (ACCOB). We began over 12 years ago as the Arts and Culture Collective to ensure that Arts and Culture in Burlington would have a voice in our City. ACCOB became a registered not-for-profit in 2018 and we continue to strive for our sector to have a voice here in the Burlington area.

One of the things we were involved with was the Cultural Action Plan. Along with the City's assistance, various new Grants have become a reality such as the BACF as well as the creation of an Arts and Culture Department within the City. Along with a strong Public Art program and community led neighbourhood project funding many of the things that the Action Plan called for have been realized. One other item that was a hope for Arts and Culture under the Cultural Action Plan was the creation of a local Board and thus ACCOB was created.

ACCOB has been supporting various local projects since 2018 and has been involved in Culture Days, education workshops, promotion of local Arts and Cultural events, workshops, and support, where we can, to local groups and individual Artists.

Another part of our mandate is to be an advocate on behalf of members of artistic and cultural communities. This is why we are talking with you today.

In our early workshops as the Arts and Culture Collective over 12 years ago one of the most needed things that our groups and Artists needed was space. This is still one of the top priorities that ACCOB is asked about throughout the year.

We feel that now is a good opportunity for the Arts and Culture groups and even single Artists to get some much needed space within the proposed Bateman site.

Here are some of our early thoughts for possibilities for this project.

There is always a need for office space, meeting rooms for local groups, places to hold clinics or workshops along with practice and rehearsal space. There could be spots that can display local Art throughout the year or events hosted by local groups or put on by the City.

We do know there is a good sized stage with a great backstage. We think they still may have a fly system installed that could come in very handy to local groups and performers to host shows that hopefully could be affordable for them to use. It may be outdated but at least the structure may still be there.

We believe a good local example of some of the uses that could exist at the Bateman location could come from the Queen Elizabeth Park Community and Cultural Centre that we are sure you are aware of. We don't believe the amount of space that will be left will be as extensive as the Oakville location but there are some good ideas there of what

could be possible. We also believe there could be an opportunity for private funding or maybe fundraising to help with some of the costs. ACCOB would be happy to help with any fundraising activities or events that may help with offsetting the costs.

We do understand that a portion of the space will go back to the School Board, Tech Place office space the Appleby Library will relocate there and there will be some space for Brock University. We do feel there is some room at this location that will still be available and we believe it would be well utilized by our local Arts and Culture community.

One of the key objectives in the City's Strategic Plan to 2040 is "An Engaging City" where it states that Culture and community activities thrive creating a positive sense of place, inclusivity and community.

It also states:

- *An engaged community where culture, civic activities, neighbourhood initiatives and recreational activities help to enhance and grow the sense of engagement, community, place and unity
- Accessible municipal programs, buildings, services and public spaces are available and welcoming to people of all abilities

ACCOB believes that enhancing Arts and Culture in Burlington will contribute to this objective in the Strategic Plan and having some space at this exciting new project will help the City and it's residents achieve this goal.

ACCOB is aware of the timelines for the current Phase and that community engagement will be requested in early 2023 with findings coming later in the year. If possible, we would like to be involved with some of the discussions throughout these early stages and see if we can all come up with a plan for our Arts and Culture community.

We thank you for your time and please feel free to reach out to us if you have any questions.

Sincerely,

Tim Park

President
Arts and Culture Council of Burlington



SUBJECT: Volunteer Firefighter Compensation Proposal

TO: Environment, Infrastructure & Community Services Cttee.

FROM: Fire Department

Report Number: BFD-04-22

Wards Affected: All

File Numbers: 755-07

Date to Committee: December 8, 2022

Date to Council: December 13, 2022

Recommendation:

Approve the compensation model for Burlington Volunteer Firefighters be changed from the honorarium renumeration (point system) to an hourly rate that would compensate volunteer firefighters in accordance with the minimum wage provisions of the Employment Standards Act as generally described in report fire department report BFD-04-22.

Vision to Focus Alignment:

- Support sustainable infrastructure and a resilient environment
- Deliver customer centric services with a focus on efficiency and technology transformation.

Background and Discussion:

As of October 1st, 2022, the Burlington Fire Department consolidated volunteer fire operations and merged volunteer staff from Station #1 to Station #5 – Kilbride.

This consolidation added some much-needed depth to the response capabilities in the rural areas of the City of Burlington as well as gave us the ability to elevate the skills of our volunteer firefighters who are now required to be certified to NFPA 1001 – Level 2 to perform duties customarily done by them.

Fire station #5 in the community of Kilbride receives approximately 120 calls per year with most of these calls being medical, alarm conditions or motor vehicle collisions. To

service these types of calls, a single volunteer fire apparatus is responded from the local fire station and is always backed up with a career staffed apparatus from the urban core to guarantee a response.

Although the current community risk and demand for service does not warrant the expense of a career staffed fire unit, maintaining a viable volunteer response is a priority to meet our mandates under the Fire Prevention and Protection Act. Currently Burlington's volunteer fire fighters are remunerated by way of an honorarium, as approved by Council. The current system has been in place since 1999 and has served the department well over the years. Remuneration is calculated based on a points system. Volunteer firefighters accrue points based on their attendance at training nights, incident calls and public relations events.

That said, we are one of very few departments who still calculate the remuneration of their volunteer firefighters by this method and Station 5 Volunteers have in recent years expressed a desire to move to an hourly rate which is the system used by the majority of Fire Departments in the Region utilizing volunteer firefighters.

Proposed Pay Structure:

The recommended compensation model is an hourly-based model whereby volunteer firefighters are directly compensated for time worked to facilitate:

- Operational readiness (i.e., training, apparatus & equipment checks),
- Providing fire safety information to citizens as part of our public education mandate under the FPPA
- Respond to emergencies in the rural community.

Moving to an hourly model ensures full transparency specific to the cost of deliver for rural volunteer fire operations and ensures that volunteer firefighters are appropriately compensated when they step away from their regular employment to help their neighbors in their time of need.

The new pay model also simplifies the administrative efforts needed to support the day-to-day administration of volunteer fire operations. The predictive wage model is based on the following assumptions that predict future budget impacts related to the shift towards an hourly model versus the current points-based system.

- Volunteer firefighters rarely attend 100% of all activities (alarms, training, and other duties) and as such the 2/3 rule is applied for budgeting.
- 2023 OMERS pressure would be managed corporately like that of the rest of the city that utilize part-time staff.

 Recruit training only occurs when there is a need to fill vacant spots. This will be reviewed on an annual basis.

The table below summarizes the forecasted costs to implement the proposed hourly pay rate system.

RANK / JOB CLASS	STRUCTURE		BASE WAGE COSTS PER INDIVIDUAL & RANK/JOB CLASS									
STATION 5 VOLUNTEER COMPENSATION	Hourly Rate	% Offset	# per Rank	Ar	nnual Base Cost Per VFF	Anticipated Cost Per VFF based on 2/3		Base Budget Based On Anticipated Attendance				
Volunteer Firefighter	\$ 25.00	100%	30	\$	9,700.00	\$ 6,466.67	\$	194,000.00				
Volunteer Captain	\$ 28.75	115%	2	\$	11,155.00	\$ 7,436.67	\$	14,873.33				
Volunteer Training Officer	\$ 30.00	120%	1	\$	11,640.00	\$ 7,760.00	\$	7,760.00				
Volunteer Station Captain	\$ 31,25	125%	1	\$	12,125.00	\$ 8,083.33	\$	8,083.33				
2						Base Wages	\$	224,716.67				
PREDICTIVE MODEL PER VFF	Annual	Anticipated]		8%	Labour Burden	\$	17,977.33				
PLANNED ACTIVITIES]		4%	Vacation Pay	\$	8,988.67				
Weekly 2 hr training session at Station	104	69.33			(A)	Subtotal Annual Wages	\$	251,682.67				
Additional Training & Certifications	64	42.67										
Monthly Station & Equipment Maintenance	48	32.00				Rec	ruit	Training				
Public Education Events Approved By FD	12	8.00				Base Wages - Recruits	\$	29,760.00				
RESPONSE RELATED					8%	Labour Burden	\$	2,380.80				
Approximately 120 per with majority less than 1hr	160	106.67]		4%	Vacation Pay	\$	1,190.40				
ANNUAL HOURS PER VFF	388	258.67]		(B)	Subtotal Recruit Wages	\$	33,331.20				
VOLUNTEER RECRUIT TRAINING (as Required)	Ttl Hours	Hourly Rate	1		(A) + (B)	Total Budget Pressure:	\$	285,013.87				
10 recruits @ 12 hrs per week for 16 weeks	1920	\$ 15.50	1									

Strategy/process:

Effective January 1, 2023, the Volunteer Firefighter Compensation will change to an hourly rate. This hourly rate will form the basis of a compensation scale that incorporates the position (rank) and experience of the individual volunteer firefighter.

Options Considered

A review of Volunteer Fire Department Compensation Comparators has been conducted and is included below for your review

Volunteer Fire Department Compensation Comparators:

Rank / Job Class		oposed Hourly	На	amilton	,	Milton	Ha	lton Hills	Essa		Orangeville		rangeville Gra		Avg Comparator		Regional AVG		Proposed Rank Offset	% of FF for Officer AVG	Off from AVG		Diff % of Hamilton
Probationary	5	15,50	5	20.97	5	17.84	5	26.61	5	18.59	5	20.17	5	18.23	5	20.40	5	22.23	62%	65%	76%	70%	74%
Volunteer Firefighter	5	25.00	5	26.21	5	35.89	5	40.94	5	24.80	5	47.10	5	26.91	5	33.64	5	38.42	100%	100%	74%	65%	95%
Volunteer Captain	5	28.75	5	30.14	5	38.42	5	42.98	5	26.50	5	50.87	5	28.43	5	36.22	5	40.70	115%	108%	79%	71%	95%
Volunteer Training Officer	5	30.00	5	31.46	5	40.92	\$	43.98	5	27.28	5	50.87	5	29.95	\$	37.41	5	42.45	120%	111%	80%	71%	95%
Volunteer Station Captain	5	31.25	5	32.77	5	42.37	5	45.03	5	28.52	5	54.17	5	31.98	\$	39.14	5	43.70	125%	116%	80%	72%	95%

Benefits - Implementation of the hourly compensation model will simplify the positive time reporting model for payroll:

- Volunteer Fire Alarm Response (VFA)
- 2. Volunteer Fire Training (VFT)
- 3. Volunteer Fire Other Duties (VFO)

From a budget control standpoint, an internal fire department policy would drive the allotment of hours available specific to training and other duties on a weekly/monthly basis. This includes but is not limited to:

- Facilitates a higher degree of transparency to see how much it costs to operate station 5, and better understand the type of activities occurring there.
- Facilitates an accurate view of the funding required to facilitate volunteer firefighter training, response to alarms and other duties (i.e., administration, operational readiness – truck and equipment checks, station maintenance & cleaning).
- Facilitates the ability to track hours worked by a volunteer is also needed as it relates to a Revenue Canada requirement that entitles a volunteer firefighter a \$3000 tax credit if they have worked 200 hours of eligible service.

Financial Matters:

Total Financial Impact

The total estimated cost of implementing the hourly compensation system is estimated at \$251,682, an increase of \$8,300 over the existing points-based system. If approved this minor cost increase would be incorporated into the 2023 budget.

It is anticipated that the transition to the new compensation model should be able to be accomplished within the current funding envelope or at most a minor increase in funding to cover additional labor costs identified through the Employment Standards Act (ESA).

This proposal is somewhat like the structure of the current points system and facilitates mapping out budget pressures specific to volunteer fire operations. The training and other duties lines are easily planned for in the budget because the are based on a known amount of effort. Alarm response activity

is somewhat constant year-over-year with slight variations in actual cost depending on type of call and time of day.

The type of call and time of day will dictate the number of volunteer firefighters responding and as a result will directly flow through to the budget.

Source of Funding - Existing Operating Account

Other Resource Impacts

The costs associated with running a recruitment process for new Volunteer Firefighters has been identified as a potential budget impact. The need for recruitment will be assessed on a annual basis. It is not anticipated that a recruitment process will be required in 2023. The cost of this is estimated at \$33,333.

Climate Implications

Climate change has resulted in hotter summers, increased risk from flooding and increased risk to wind and ice storms. Part of the city's adaptation strategy is emergency preparedness both within the urban and rural areas. The Volunteer Fire Fighters serving the rural community from station #5 in Kilbride are an important component of the city's emergency preparedness response to these events.

Engagement Matters:

The Fire Master Plan (released in May 2022) details the need for a recruitment and retention plan; including a review of the compensation model for the Volunteer Division which is before you today.

Conclusion:

The Fire Management team concludes that the total compensation package for the volunteer firefighters including the described incentives is appropriate for this particular employee group.

Page 6 of BFD-04-22

Ensuring that all staff groups – including our volunteer firefighters - are treated with respect and are afforded the appropriate compensation demonstrates a tangible commitment to them as individuals and as a group. Finally, being proactive, rather than reactive to such matters is in the best interest of the Corporation and will serve to strengthen already strong and positive relationships.

Respectfully submitted, Karen Roche Fire Chief 905-335-7600 ext. 6205

Appendices:

A. Proposed Administrative Procedures for Hourly Fire Fighter Compensation

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.

Appendix A

Proposed Administrative Procedures for Hourly Fire Fighter Compensation

Facilitating Capture of Payroll Activity:

All volunteer fire operations activities shall be positively reported into the payroll system. Work being conducted by volunteer officers or firefighters will be against the appropriate payroll code based on the activities being conducted. simplified payroll codes will be as follows:

- Volunteer Fire Alarm Response (VFA)
- Volunteer Fire Training (VFT)
- Volunteer Fire Other Duties (VFO)

All volunteer officer and firefighter activities will be entered into the payroll system noting:

- Employee who conducted the activity
- Start time of the work by noted Volunteer Officer / Firefighter
- End time of the activity by the named Volunteer Officer / Firefighter

NOTE: Only actual times are to be reported there shall be no rounding up or down of hours worked y the volunteer officer/firefighter or by the person entering the time into the payroll system.

All time shall be entered on the day the activity was completed. At no time will separate activities be consolidated into one event and entered the system noting a different time then what was worked.

A minimum of one hour pay shall be paid out by the payroll system after 15 mins of work activity has been entered. Should the activity be greater than one hour it shall be rounded up by half- hour increments by the payroll system and not by the person entering the time.

Station Administration:

To facilitate maintaining a state of operational readiness and ensuring that the volunteer officers and firefighters are appropriately trained a set amount of preauthorized hours shall be set out in advance by the Deputy Fire Chief of Operations.

It is expected that the Volunteer Station Captain will assign the appropriate resources to complete the necessary with within this pre-authorized allotment of hours.

Should circumstances arise that facilitate the need for additional resources to complete required work occur, the Volunteer Station Captain or designate shall receive prior authorization to exceed their allot hours in advance of any work being completed.

Platoon Responsibilities: PLATOON A:

Platoon A personnel primary function is to facilitate the initial response from the station should an alarm occur within Station 5's area. It is expected that personnel if available will respond to immediately to the page to facilitate a time response from the station.

Platoon Responsibilities: PLATOON B:

Platoon B personnel primary function will be to add depth to the response for resource intensive activities like structural fires, wildland/grass fires or other resource intensive operations that demand extended fireground operations requiring rehab or operation over extended period were relief staffing may be needed so that the initial responders can manage other work/family commitments.

Platoon B personnel may also be requested to provide support activities in the urban areas of Burlington if requested by the on-duty Platoon Chief or on-call Senior Fire Officer. These personnel from both platoons are expected to share in the responsibilities of maintaining the station, apparatus, and equipment.

Volunteer Duties and Responsibilities:

- Volunteer Station Captain responsible for overall operation of station 24/7/365 (payroll/ provides single point of contact for Fire Administration)
- Volunteer Training Officer provides single point of contact for

- training division, oversees and coordinates training activities within the station for all personnel.
- Volunteer Captain on-call for response to emergencies in their communities 24/7/365 when available to respond, attend required training and assists in maintaining operational readiness with added responsibilities similar to lead hand in other departments in the municipality, helps to maintain a responsible span of control.
- Volunteer Firefighter on-call for response to emergencies in their communities 24/7/365 when available to respond, attend required training and assists in maintaining operational readiness.

Requirements to Maintain Volunteer Firefighter Status:

As noted, to complete their probationary period, volunteer firefighters are required to successfully complete NFPA 1001 Level 2 and 1075 certification within two years from their date of hire.

Additionally, they must meet all requirements set out by the Ministry of Transportation and obtain a class D driver's license with Z endorsement to allow for the operation of air braked vehicles. The department will cover the cost to upgrade a probationary volunteer firefighter's drivers license. Volunteer Fire staff shall not have any more than 3 demerit points on their driver's license.

- Must maintain an attendance record of:
- 25% of platoon callouts for respective assigned platoon.
- 75% of in-station training sessions for their assigned platoon.
- 50% of assigned station maintenance activities as directed by the Volunteer Station Captain.

Qualified Time Specific to Response to Alarms:

- Upon the receipt of an alarm, the volunteer officer/firefighter shall receive payment for time worked on the alarm to the time that the last apparatus books off the air back in station.
- Should a volunteer officer/firefighter need to leave from the scene to attend
 to family or work matters prior to conclusion of the event shall be paid based
 on an end-time when they left the scene. If back at the station after the
 event, the time they left the station.



Motion Memorandum

SUBJECT: Site Engineering Resourcing Update and Immediate

Resource Needs Related to Development Review

TO: Environment, Infrastructure & Community Services

Cttee.

FROM: Mayor Marianne Meed Ward, Councillor Kelvin Galbraith

and Councillor Paul Sharman

Date to Committee: December 8, 2022

Date to Council: December 13, 2022

Motion for Council to Consider:

Direct the Director of Engineering Services to provide a staff report in January 2023 with options and recommendations related to the immediate resource requirements of the Site Engineering section to effectively deliver the fundamental components for timely review and processing of development application approvals. This report is to include, but not be limited to the following:

- Identification of the resources required to meet Site Engineering's current backlog and projected ongoing high volume of development applications
- Analysis of resources (staffing/external contracted services) and related operating costs and recommendations based on objective of achieving full fee recovery. To the extent that any net tax-supported funding is required, identify the impact of the recommendations of the report on the 2023 Proposed Operating Budget

Direct the Executive Director of Community Planning, Regulation and Mobility and the Executive Director of Environment, Infrastructure and Community Services to provide a report back in Q2 on the following:

- An update on all active development applications by application type and application status inclusive of backlogged files and estimated timelines for completion
- Similar to the Site Engineering report in Jan 2023, present options and recommendations to address the immediate resource needs related to other key

functional areas within the development application approval process, including but not limited to Transportation Planning, Planning Implementation and Forestry. The report should also address the known and anticipated impacts on development application processing of new Provincial legislation Bill 109, proposed Bill 23 and any other Provincial legislation changes that may be proposed in the intervening time.

Reason:

As members of Council may be generally aware based on feedback received from the development community and residents, the Site Engineering (SE) group of the Engineering Services department has come under extreme pressure in recent months. Notwithstanding the addition of three (3) additional full-time staff resources in 2022 (for a total of ten (10) staff), our SE team continues to experience an extremely high workload in development applications in both volume and complexity of applications received, as well as dealing with the added challenge of a general reduction in application quality resulting in additional technical review time. In addition, to the three (3) new staff, the Director of Engineering has also engaged the services of an external engineering consulting firm to assist with development review over the past year. The option of adding additional fee funded internal resources along with expanded external contracted services is also included in the staff direction.

Exhibit 1 below provides a high-level summary of the SE application review backlog status as at Nov. 2022, which clearly demonstrates that the vast majority of files yet to be reviewed have been submitted in the last 3 months (66 of 84 files). Council will note that within SE there are 14 different application types and all types do entail a significant degree of due diligence before sign-off by staff.

Exhibit 2 below provides a simple illustration of the due diligence level of site engineering review for a typical major development (new 13 storey multi-residential building) as compared to application review functions by other departments.

Clearly the City is not alone and is at a crisis point of trying to continuously compete with other municipalities, consultants and contractors to attract and retain highly skilled and trained engineering technical staff. The reality is we are now facing long approval lead times and an increase in the backlog of new applications waiting for review as noted below in Exhibit 1.

It is important to note that in addition to both the backlog files and the applications currently under review (which include approximately 50 Site Plans, 10 Subdivisions and 165 Grading and Drainage Clearance Certificates (GDCC's) in 2022 to date), SE staff are currently working on approximately 175 approved Site Plans, 12 approved Subdivisions and 600 approved GDCC's which remain open files, having been approved over the past several years. These approved open files are on-going and require the involvement of SE staff for project administration and inspection.

Exhibit 1 – Summary of Current Status of Engineering Applications in Backlog

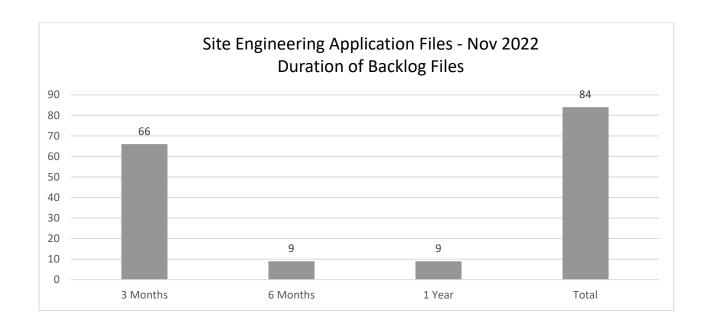


Exhibit 2 – Illustration of Site Engineering Application Document Review Requirements



Site Engineering Reports

Other Dept. Reports

Outcome Sought:

Director of Engineering to report back to EICS Committee in January 2023 with further analysis, options and recommendations on resources including HR related attraction and retention measures required within the Site Engineering function. In so doing, the overall intent for Council's consideration of the report is to support the efficient delivery of the development application review.

As Council is aware, significant work is underway and nearing completion related to the SDAF project. In January 2022 the Province of Ontario launched the \$45 million Streamline Development Approval Fund (SDAF) Initiative. Ontario's 39 largest municipalities each received an allocation from the province to help modernize, streamline and accelerate processes for managing and approving housing applications. The City of Burlington is eligible to receive up to \$1 million in funding.

The SDAF work aligns with our Vision to Focus objectives to deliver acceptable development and permitting timelines and effectively support the growth of the community and City's property tax base. The work completed to date under the SDAF has fully integrated a Lean Six Sigma process improvement methodology and the results are positive and will be shared with Council as part of a final report on phase 1 in early 2023. As this time, there has been no confirmation of a Phase 2 SDAF program, however the City will be pursuing if the program is offered again by the Province.

In addition to the above, this motion memo also directs staff to provide a report back in Q2 on the following:

- An update on all active development applications by application type and application status inclusive of backlogged files and estimated timelines for completion
- Similar to the Site Engineering report in Jan 2023, present options and recommendations to address the immediate resource needs related to other key functional areas within the development application approval process, including but not limited to Transportation Planning, Planning Implementation and Forestry

The reality is that 2023 and for the foreseeable future it is expected to be an extremely and demanding period for the City related to processing and approval of development applications. New Provincial legislation introduced under Bill 109 and expected under Bill 23, will have significant impacts on the City's ability to process applications in a timely manner with full cost recovery from the development industry.

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A Q2 2023 report on the status of all development applications will provide Council with an opportunity to consider the current state of development application processing taking into consideration the impact of SDAF changes and recent legislation. The report will address the resource needs across all functions and will set the stage for a fulsome discussion on our 2023 and future needs as well as performance expectations for development application review processing.

Overall, the quality of the City's land use development over the years can be attributed to our sound and robust development review process. The many new factors, including changes in Provincial legislation (Bill 109 and Bill 23), the scope and scale of residential development and unprecedented industry-wide human resources challenges, are now priorities in what could be characterized as our 'perfect storm' related to future community growth and development. While clearly a broader strategy is required as part of our update to V2F, a first step is to place an immediate focus on Site Engineering for the reasons noted above.

Vision to Focus Alignment:

(check those that apply)	
☑ Increase economic prosperity and community resp	onsive city growth
☐ Improve integrated city mobility☑ Support sustainable infrastructure and a resilient e	nvironment
\square Building more citizen engagement, community hea	alth and culture
☑ Deliver customer centric services with a focus on e transformation	efficiency and technology
Motion Seconded by: as required	
	Share with Senior Staff \Box

Approved as per form by the City Clerk,

Reviewed by the City Manager - In accordance with the Code of Good Governance, Council-Staff Relations Policy and an assessment of the internal capacity within the City to complete the work based on a specific target date (quarter/year).

Comments:

City Clerk: Approved as per Form
City Manager: Reviewed and Approved